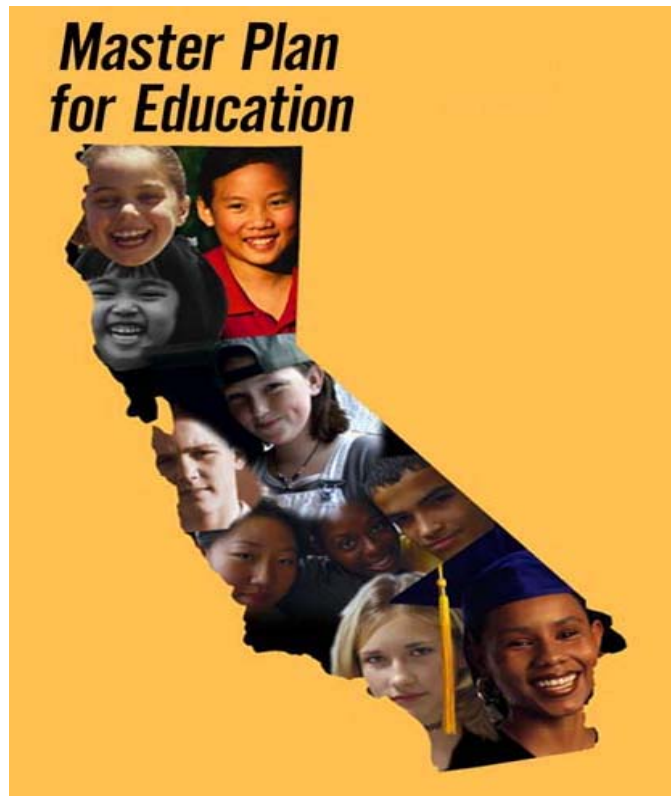


# **Joint Committee to Develop a Master Plan for Education – Kindergarten through University**

*Senator Dede Alpert, Chair  
Assemblywoman Elaine Alquist, Co-Vice Chair  
Assemblywoman Virginia Strom-Martin, Co-Vice Chair*

## **The California Master Plan for Education *May 2002 Draft***



*Comments and suggestions may be sent to the Joint Committee through the following means:*

**Write to:** 1020 N Street, Suite 560; Sacramento CA 95814

**Submit electronic testimony via website:** <http://www.sen.ca.gov/masterplan>

**Participate in Online dialogue at:** <http://www.network-democracy.org/camp> (June 3-14)

Check Master Plan website for local town hall meetings in your area

### **Table of Contents**

<i>Section</i>	<i>Page</i>
INTRODUCTION	1
THE PROBLEM	2
THE VISION	4
ACCESS TO HIGH QUALITY EDUCATION	8
Conditions that Promote Learning	8
Qualified and Inspiring Teacher in the Classroom	12
Rigorous Curriculum that Prepares All Students for Success	23
Participation in California's Public Universities	25
Current Textbooks and Instructional Materials	26
Adequate Learning Support Services	27
Qualified School or Campus Administrators	30
School or Campus Physical Plant that is Safe and Well Maintained	32
ACHIEVEMENT OF STUDENTS	35
Assessment of Student Learning Needs	36
Course Alignment and Articulation	39
Teacher and Faculty Preparation and Professional Development	42
ACCOUNTABILITY FOR LEARNER OUTCOMES AND INSTITUTIONAL PERFORMANCE	45
Shared Accountability	46
Governance – Aligning Responsibilities, Authority, Accountability	50
AFFORDABILITY OF A HIGH QUALITY EDUCATION SYSTEM	61
K-12 Education	62
Postsecondary Education	67
Early Childhood Education	70
Shared Responsibility	72
CONCLUDING COMMENTS	73

# The California Master Plan for Education

## INTRODUCTION

With the passage of Senate Concurrent Resolution 29 in 1999, which called for the creation of a Master Plan for Education, California began a journey that will take it to a new destination in a new century – to a comprehensive and cohesive educational system that is attentive to learner needs, literally from birth through old age. This Master Plan for Education will serve as the roadmap for that journey, with two primary goals: to provide every family with the resources, services, and support it needs to give every child the best possible start in life and in school; and to provide every public school, college, and university with the resources and authority to ensure that every student receives a rigorous, quality education.

Since a child entering preschool in 2002 can expect to graduate from high school in 2016 and, if he or she chooses, complete her or his bachelor's degree in 2020, our Master Plan must anticipate the learning needs of Californians far into the future. It is beyond our ability to know with precision the learning needs of Californians in 2020; however, we can and we must make our best attempt to envision what those future needs will be and craft an educational blueprint that helps frame the decisions we make today through anticipating the needs of tomorrow.

Several compelling reasons lead us to construct a comprehensive Master Plan at this time. First, the students who are faring least well in our public schools, colleges, and universities – largely students from low-income families and students of color – also make up the greater proportion of California's increasing population. Second, until recent years, California has taken great pride, and invested heavily, in the quality of its education system. Third, as it was in 1959 when the *Master Plan for Higher Education* was first developed, California is challenged by estimates of large education enrollment demand that can be accommodated only with careful planning and sufficient investment. Fourth, also similar to the conditions of postsecondary education in 1959, today California's K-12 education system is governed by a fragmented set of entities that sometimes operate in conflict with one another, to the detriment of the educational services offered to students. Finally, and most importantly, our entire state stands to benefit from a high quality educational system that uses effective strategies to help learners achieve their educational objectives, that responds to high priority public needs, and that continuously engages in efforts to envision the future learning needs of Californians.

## **THE PROBLEM**

Education is a vital interest of our state in that it provides Californians with the knowledge and skills to maintain our system of government, to foster a thriving economy, and to provide the foundation for a harmonious society. As the global economy continues to evolve, Californians require additional, enriching educational opportunities throughout their lives. Today, students enter, exit, and re-enter the education system at various points of their lives, bringing increasingly diverse learning needs to each classroom. To be responsive to Californians' varied educational needs, we must have a cohesive education system in which all segments, from pre-kindergarten through university, are aligned and coordinated.

Despite the many benefits that California has enjoyed from its educational investments, there are distressing signals that these investments are no longer providing the returns we have come to expect, indeed that we require in the 21<sup>st</sup> century. These indicators are particularly distressing when viewed through the lens of unequal opportunities to learn. Schools serving large concentrations of low-income students, as well as those serving large numbers of Blacks, Latinos, and Native Americans, too often have large numbers of teachers with emergency teaching permits and who lack the expertise to teach effectively the subject matter and grade levels to which they have been assigned. These teachers often are asked to teach at school sites that are in poor states of maintenance and that fail to provide proper instructional support materials. This is frequently followed by high professional staff turnover, which deprives these students of consistent role models and assistance in planning their educational experiences. These inequalities underscore the importance of finding ways to obtain a better return on the public's education investment than is currently being realized, as the following indicators reveal:

- Barely half of California 4<sup>th</sup> and 8<sup>th</sup> graders (52 percent in both cases) demonstrated even basic competence in mathematics as measured by the 2000 administration of the National Assessment of Educational Progress (NAEP), often cited as the nation's report card. Only 15 percent of 4<sup>th</sup> graders and 18 percent of 8<sup>th</sup> graders demonstrated proficiency in mathematics that year.
- NAEP scores from 1998, the most recent numbers available, reveal that 48 percent of 4<sup>th</sup> graders and 64 percent of 8<sup>th</sup> graders were basic readers, while fewer than one quarter of 4<sup>th</sup> and 8<sup>th</sup> graders were proficient or advanced readers.
- Fewer than half of California's 4<sup>th</sup> and 8<sup>th</sup> graders demonstrated a basic understanding of science on the 2000 administration of NAEP, ranking California's students last among the 40 states that participated. Only 14 percent of 4<sup>th</sup> graders and 15 percent of 8<sup>th</sup> graders demonstrated proficiency in science.
- Only 56.9 percent of Latino students who entered high school in 1996 graduated four years later. Black students had a similar graduation rate of only 57.8 percent. In contrast, Asian and White students graduated at rates of 86.3 percent and 77.6 percent, respectively.
- First-year admission to the California State University (CSU) and University of California (UC) is limited to the top one-third and one-eighth, respectively, of high school graduates in the state. Despite the selective nature of these applicant pools, about half of all regularly admitted freshmen to CSU during the past decade have required

remedial instruction in English or mathematics, or both, while approximately one-third of UC freshmen have required remedial instruction in English.

- Among the graduates of California public high schools, White students are roughly twice as likely as their Black and Latino peers to attain CSU and UC eligibility, and Asian graduates are roughly twice as likely as their White counterparts to attain CSU and UC eligibility – a relationship that has existed since 1983.
- Data compiled by the California Council on Science and Technology (2001) indicate that women of all races and African American and Latino men represent underutilized pools of labor in the science and technology sector (which provide high paying jobs). Differences in educational attainment and in choice of educational major contribute to their under-representation in science and technology occupations and industries.
- The percentage of American households with at least one computer doubled from 1994 to 2000, rising from 24.1 percent to 51 percent. Computer ownership varies by racial, ethnic, and income groups, however, with 55.7 percent of White households and 65.6 percent of Asian households owning a computer in 2000 compared to 32.6 percent and 33.7 percent of Black and Latino households, respectively.
- The percentage of U.S. households with Internet access was 41.5 percent in 2000. Fewer than one in four Black and Latino households had Internet access in 2000, 23.5 percent and 23.6 percent, respectively. These rates contrast markedly with 46.1 percent of White households and 56.8 percent of Asian households.

These data are indicative of the huge gap that exists between what Californians need from their educational system and what they are actually receiving. To date, this gap has been only marginally affected by the many reforms that have been imposed on our public schools, colleges, and universities since the mid-1980s. It provides stark evidence that a piecemeal approach to reforming education is ineffective. A comprehensive, long-term approach to restructuring education in California is clearly needed, and this restructuring must have a clear focus on improved student achievement.

## THE VISION

This California Master Plan for Education must provide a long-term vision for an education system that is available to every Californian and that focuses on both learner needs and outcomes. This Plan is intended to serve as a framework to guide state and local policy-makers, as well as our educational institutions, agencies, and leaders, in making decisions that support this focus; to provide clear statements of expectations and goals; and to facilitate flexibility for local needs and opportunities. This Plan should further encourage and guide collaboration between and among educational institutions, community-based organizations, and businesses.

### *A Vision for California's Educational System*

*California will develop and maintain a cohesive system of first-rate schools, colleges, and universities that prepares all students for transition to and success in the next level of education, the workforce, and general society, and that is responsive to the changing needs of our state and our people.*

If this Master Plan's goals are to be met, our schools, colleges, and universities must make serving students' learning needs their principal focus, even at the most advanced levels of education. School districts, county and regional entities, postsecondary institutions, and the State must collaborate to ensure the availability of the necessary resources to meet learner needs. All functions and policies of the education system should be regularly reviewed and revised to ensure that each supports this focus; in short, this vision requires a dynamic plan that is comprehensive, informed by data, and reviewed regularly for evidence of progress and need for revision.

## Foundational Principle

The fundamental principle that serves as the foundation for this Master Plan is that an effective and accountable education system must focus first and foremost on the learner. Policies, practices, structures, and financing must all be re-evaluated and modified as needed to ensure they are supportive of learners and their acquisition of the knowledge and skills that will enable them to be successful learners throughout their lifetimes.

Equal opportunity for all has been a broad goal of American public education for generations. Only in approximately the last thirty years, however, have the nation's educational and political establishments begun to develop a commitment to a two-pronged refinement of that goal, one unprecedented in any culture in history: First, the schools will be capable of providing the various kinds of instructional and other support necessary for *all* children to succeed, *including* children whose readiness to learn has received little or no attention prior to their entering school, and whose life circumstances continue to be less conducive to formal education than those of many others. Second, all children will not only begin school in an education system prepared to 'take them as it finds them,' but their persistence in that system will be developed, nurtured, and

rewarded such that they will all ultimately graduate from high school with the knowledge, skills, and habits of mind requisite to self-initiated, life-long learning. This Master Plan is California's first comprehensive template for the accomplishment of that radical goal.

We must engage *every child* so he or she knows there is a place for him or her in our schools and in our society. We must engage communities both to foster a shared sense of purpose and to share responsibility for preparing and supporting every student. Ultimately, we must engage our entire state and its policymakers to make all Californians aware of the needs and purposes of our state's education system and the critical importance of planning for a future in which we raise the educational bar for all students while simultaneously opening the doors of opportunity wider than ever before.

Our committee's focus on learners and the foregoing goals for students coincide with a newfound understanding of human brain development and learning. As the tenets of this Master Plan are implemented over time, every element of California's education system can be informed by this knowledge to ensure that appropriate learning opportunities occur at optimal times for learners, resulting in gains in every student's knowledge and cognitive development.


Further, each of the principal objectives of the work undertaken by the committee and its seven working groups derives from our focus on learners. We have sought to identify ways in which our educational institutions can become more coherent or 'seamless,' providing learners with school and college experiences free of educational and bureaucratic impediments. We have sought to ensure equity within California's education system through recommendations that distribute the resources and opportunities necessary to provide a high quality education to every student, irrespective of his or her circumstances. Finally, we have sought to create effective and comprehensive accountability for the entire education system by delineating authority and responsibility for all its participants in a manner that ensures each can be held accountable for ensuring students learn according to our formal expectations.

Engaging the populace in planning for a more effective, learner-focused education system, particularly in a system as large and complex as California's, requires creativity, a willingness to take risks, and a healthy amount of patience. Nonetheless, if California's vision for its educational enterprise is to be realized, it is imperative that all Californians become personally involved in the education and well-being of our learners – young and old alike. It is the challenge of this Master Plan for Education both to make that engagement happen and to guide it as it does.

## **Organization of the Plan**

The Joint Committee's vision is certainly ambitious. Ultimately, its implementation will require clear perspectives and input on the extent to which the vision remains in sight and within reach. This report provides those perspectives through its focus on four critical areas of California's educational system: (1) access, (2) achievement, (3) accountability, and (4) affordability. Each of the corresponding sections of this Plan provides a context for the interpretation of subsequent findings and recommendations, describes today's realities, and offers specific recommendations on what priorities should be pursued. Consistent with the goal of constructing a cohesive

education system, recommendations specific to K-12 or postsecondary education are separately listed only when necessary to address unique features of these portions of the education system. Similarly, this 2002 Master Plan seeks to delineate clearly the functions, responsibilities, and authority that should reside with state-level entities and those that should be delegated to regional and local entities. Finally, the Plan proposes benchmarks and indicators that we can use to judge the progress of its implementation.





## THE PLAN

While California's commitment to educating its people encompasses all levels of education, a crucial distinction exists between the State's obligations regarding elementary and secondary, as distinct from postsecondary, education. California's State Supreme Court has ruled, in its decisions on *Serrano* (1976) and *Butt* (1990), that citizens of California have a fundamental right to an elementary and secondary education. This fundamental right (also referred to as a fundamental interest of citizens of the state) derives from several provisions of California's constitution and statutes, taken together: Article IX of the Constitution, Sections 1 and 5, which obligate the State to provide a system of free common schools; the constitution's equal protection provisions, Article I, Section 7, and Article IV, Section 16; and Education Code Section 48200, imposing compulsory attendance. As a corollary of Californians' fundamental right, the State incurs a fundamental obligation to sustain that right, which receives the highest order of legal protections. The State and its schools are *required* to equitably provide appropriate educational opportunities to all students.

Postsecondary education, though not constitutionally guaranteed to Californians, is nevertheless provided universally to our people as a privilege. California's people and policymakers clearly regard postsecondary education as a vital interest of the state and throughout our history have demonstrated a deep commitment to it by supporting a set of affordable public colleges and universities as ultimately defined in the 1960 *Master Plan for Higher Education*. Participation in postsecondary education is voluntary, however, and not constitutionally guaranteed to be free of charge. As a result of these differences, postsecondary education does not incur the same order of legal obligations for the State as does K-12 education. Correspondingly, postsecondary education also is not subject to many of the strictures that apply to the K-12 system. These distinctions will necessarily require that, even in a cohesive Master Plan for Education, certain components will have to be treated differently between the sectors of California's education system.

A critical element of the learning process is a child's readiness to learn. Just as experiences at each earlier grade have an impact on a student's preparedness for success at the next level of education, there are factors that promote a child's readiness to succeed in her or his first experiences in school. Early education and development in pre-kindergarten settings can provide the socialization and coping skills and the developing literacy and numeracy skills that lead to these successes. Although no constitutional guarantee or statutory commitment has previously existed for California's pre-school age children, our state has a profound interest in making available to all families who desire them the early education opportunities that support a child's social, physical, linguistic, and cognitive development.

## ACCESS TO HIGH QUALITY EDUCATION

Meeting the challenge of providing access to all Californians who are either required to attend elementary and secondary schools or who desire to continue their learning beyond high school is more than a matter of numbers (although understanding the magnitude of demand is essential to any comprehensive planning effort). California has a long-standing commitment to the provision of access to high quality education at all levels. However, indicators of student educational experiences and the impact of those experiences on student learning provide a dismal picture of the quality of education available throughout the state, particularly for students who have not fared well in public schools, colleges, and universities. Put simply, every student should be provided access to more than a seat in a classroom; he or she should be provided access to the educational components that are essential to a high quality education system. Those components include:

- A qualified and inspiring teacher in the classroom;
- A rigorous curriculum that will prepare all students for success in postsecondary education, work, and society;
- Current textbooks, technology, and instructional materials aligned with learning expectations;
- Adequate learning support services;
- Qualified school or campus administrators, to maintain an educational culture that is inviting and safe, and that places a high value on student achievement and teaching excellence; and
- A physical learning environment that is safe, well equipped, and well maintained.

### Access to the Conditions That Promote Learning

All newborns enter the world poised to develop intellectually, socially, and emotionally from the experiences of their first several years of life. As their senses develop, their brains begin to form relationships between things and events in an incredible journey, learning new smells, sounds, tastes, feelings, sights, even scientific reasoning. Parents and educators have long known that infants and toddlers thrive when they have responsive care, individual attention, and enriching experiences. Evidence from cognitive science, developmental psychology, and neuroscience has shown that meeting these needs not only comforts children, it affects the way children's brains develop and lays the groundwork for later learning and achievement.<sup>1</sup>

We also know that not all children currently have opportunities to benefit from enriching experiences during the early years of their lives. Low-income children have the most to gain from high-quality childcare but are least likely to experience it. In California, nearly half of all school age children live in families with low incomes and more than a quarter under the age of five live in poverty.<sup>2</sup> Key experiences to which infants and toddlers should have access include:

---

<sup>1</sup> J.P. Shonkoff and D.A. Phillips, Eds., *From Neurons to Neighborhoods* (2001)

<sup>2</sup> Children Now, *The California County Data Book 2001*, (Oakland, CA. 2001).

- Preventive health screenings and assessments could reveal signs of developmental delays or physical problems that put them ‘at risk’ in developing readiness for school;
- Early intervention services and support could help many of these children enter school with their developmental problems resolved or with a set of services that will have a positive impact on their developmental path;
- Adequate health coverage would enable all parents to routinely seek preventive screenings and assessment, permitting early identification of potential developmental delays and/or physical disabilities;
- Access to high quality pre-school – would provide an alternative means of properly identifying health and developmental needs of young learners and commencing appropriate intervention services.

The foregoing issues may not be primarily educational in nature, but they are crucial to our goal of producing ready learners who can benefit from the quality educational experiences to which they will be exposed and the high levels of achievement we will expect of them as they progress through California’s schools, colleges, and universities. We call upon all California families, child care and education providers, and health care professionals to work together to ensure that all children have opportunities for enriching experiences during their early years of life and that they receive the developmental screenings, assessments, and intervention services necessary to provide them a solid foundation for lifelong learning and achievement. We further call upon families and health and social services providers to collaborate to ensure that children of all ages will continue to receive the services essential to their continued readiness to learn. We offer specific recommendations of what State policymakers can reasonably do to achieve this end:

### **RECOMMENDATION 1**

**The State should consolidate and expand funding for all infants and toddlers and enhance developmental screening in the earliest years of life.** The path to school readiness begins long before entry into pre-school or kindergarten classes. The first three years of life can have a profound effect on children’s ability to learn and on the social and emotional development that underlie achievement. Because low-income families are least able to provide the health care and enriching experiences supported by research and called for in this Master Plan, we call upon the Legislature to ensure that during the phase-in of these services, all state-supported health care and child care services give priority to low-income families residing in communities served by schools ranked in the bottom three deciles of the Academic Performance Index (API). Incentives should be provided to encourage collaboration among health care providers, early child care providers, and community agencies to enable a collective responsiveness in these communities to the five components of school readiness adopted by the National Education Goals Panel:

- ***Health and physical development.*** Children who are born with the benefit of prenatal care, and who have good nutrition, health monitoring, and early intervention perform better in school.
- ***Emotional well being and social competence.*** Children who have secure relationships with family members and peers can become self-confident learners.
- ***Approaches towards learning.*** Children’s attitudes towards learning, their ways of approaching new tasks, and their skills all affect school success.

- ***Communicative skills.*** Children with rich learning experiences have the tools to interact with other people and to represent their thoughts, feelings, and experiences effectively.
- ***Cognition and general knowledge.*** Children who have the opportunity to explore and learn from their surroundings can construct knowledge of patterns and relationships, and discover ways to solve problems.

## **RECOMMENDATION 2**

**The State should support the effective coordination of health and social services delivery for all children, beginning with services that meet young children’s developmental needs, at sites that are accessible to families.** Many factors not strictly educational in nature contribute to a child’s readiness to enter and ability to succeed in school. These factors are primarily related to health, nutrition, and family support. Although many public and private providers offer essential services, many new parents, child care providers, and families have difficulty locating and accessing these services. Californians can benefit from promoting access to these services. A decade of experience with Healthy Start in California has shown that school-age children’s outcomes improve when families have access to multiple services at a single site linked to the school. These outcomes include: significantly increased math and reading scores for students most in need; decreased family violence; improved student health; improved living conditions; and decreased drug use, among others.

It is therefore in the interest of schools and other educational settings where children are located for much of the day to serve as the site for the delivery or coordination of those services, but schools must not be expected to be the deliverer of non-educational services. Therefore, partnerships should be actively promoted to bring community-based public and private service providers – including Proposition 10 School Readiness Initiative sites, Healthy Start sites, family resource centers, and child development centers – together to deliver a comprehensive array of health and social supports to children of all ages. To further this objective, we recommend:

**RECOMMENDATION 2.1 – The State should provide funding to establish neighborhood-based School Readiness Centers to give families access to essential services to meet young children’s developmental needs.**

**RECOMMENDATION 2.2 – To the greatest extent possible, schools should make available facilities where students and their families may access essential services from community health and social service providers.**

## **RECOMMENDATION 3**

**For two years leading up to kindergarten entry, provide voluntary access to formal preschool programs that offer group experiences, standards-based curricula, and individualized transition plans to kindergarten; phase-in full-schoolday kindergarten for all children; and align pre-school and kindergarten standards, curricula, and services.** Voluntary pre-school beginning at age three has been demonstrated to have a clear link to children’s readiness for and long-term success in school. Formal preschools provide safe

environments for young children and contribute to their social and physical development. In 1988, California's School Readiness Task Force recommended voluntary, full-day preschool programs and noted that while quality programs do exist in the state, resources to support these programs are limited. Consequently "far too many California families have few choices, or no choice, in gaining access to high quality developmental programs for their preschool children."<sup>3</sup> Research indicates that formal preschool would also offer California an opportunity to prepare children for active participation in a global society by introducing them to a second language. Scientists have shown that young children are biologically primed for language development.<sup>4</sup> Early childhood settings could foster dual language learning, helping all children establish the foundation to become bilingual and bi-literate – an addition to California's current content standards that we recommend be developed.

Data from the National Center on Educational Statistics demonstrate that during the kindergarten year, children gain social and emotional competencies that foster achievement as they move through school and that they make measurable gains in specific reading and mathematics knowledge and skills. Moreover, children who attend full-school-day versus half-day kindergarten do better academically and socially during their primary years of school.<sup>5</sup> For these reasons, we believe it is appropriate that attendance in kindergarten be made mandatory for all children, noting that private and home-study kindergarten programs are appropriate alternatives to state-operated and classroom-based kindergarten programs.

Because preschools and kindergarten have been independent operations in California, their standards have not been aligned. Preschool guidelines stress developmentally appropriate instruction as well as social and emotional development. Kindergarten standards, on the other hand, emphasize narrower academic objectives; but kindergarten should also be developmentally appropriate. We believe that California needs a single, consolidated set of program standards for all publicly funded programs aimed at promoting school readiness for all children. These standards must recognize the developmental continuum that stretches from the early years to the primary grades and facilitate successful transition from one level of schooling to another. We therefore recommend the following:

**RECOMMENDATION 3.1 – The State should require, for every child, the establishment of an individualized transition plan as a means to ensure that we have ready schools committed to continuing the development of young learners as they transition from voluntary to mandatory school enrollment.**

**RECOMMENDATION 3.2 – The State should require kindergarten attendance for every child and provide for the phasing in of full-day kindergarten, beginning immediately for communities served by schools that have API scores in the lower**

---

<sup>3</sup> California School Readiness Task Force, *Here They Come: Ready or Not! Report of the School Readiness Task Force*, California Department of Education, (Sacramento, CA., 1988)

<sup>4</sup> Universal Preschool Task Force, *Ready To Learn: Quality Preschools for California in the 21<sup>st</sup> Century*, California Department of Education, (Sacramento, CA., 1998)

<sup>5</sup> These Studies include: D. Gullo, "The Long-Term Educational Effects of Half-Day versus Full-School-Day Kindergarten", *Early Child Development and Care*, 160: 17-24 (2000); Y.L. Wang and G.W. Johnstone, "Evaluation of a Full-School-Day Kindergarten Program, *ERS Spectrum*, 17 (2): 27-32 (1999).

**three deciles and expanding annually until all of California's children have a full-day kindergarten experience.**

Until California is able to ensure that all young children have access to enriching preschool experiences, the first three years of elementary school will remain particularly important years of young learners' formal educational experience. During these years, learning is remarkably rapid and children move from pre-operational to operational intelligence and begin to think abstractly. In the primary school years, children also build relationships with key adults – parents and teachers – and they have their first experience with being evaluated on a comparative basis with other children.<sup>6</sup> To ensure the benefits of efforts to promote readiness to learn in all young children are not lost upon children's enrollment in public schools, it is important to create ready schools as well. The National Education Goals Panel developed and adopted ten attributes of ready schools that promote children's readiness for learning.<sup>7</sup> Ready schools:

- Smooth the transition between home and school;
- Strive for continuity between early care and education programs and elementary schools;
- Help children learn and make sense of their complex and exciting world;
- Are committed to the success of every child;
- Are committed to the success of every teacher and every adult who interacts with children during the school day;
- Introduce or expand approaches that have been shown to raise achievement;
- Are learning organizations that alter practices and programs if they do not benefit children;
- Serve children in communities;
- Take responsibility for results; and
- Have strong leadership.

These characteristics of ready schools provide a natural segue to the components essential to a high quality education that we believe must be provided to every student enrolled in public education, from preschool to university levels.

### **Access to A Qualified And Inspiring Teacher In The Classroom**

Research shows that teachers are the single most important factor in student learning in schools. Students who have access to highly qualified teachers achieve at a higher rate, regardless of other factors. Therefore, to meet its commitment to providing a high quality education, the State must be committed to ensuring that every student has the opportunity to learn from a qualified and inspiring teacher.

Teacher quality is not solely determined by a credential or a degree, and we should think of it as a characteristic that evolves throughout a teacher's career, rather than as a static achievement.

---

<sup>6</sup> Robert H. McCabe, *Sewing a Seamless Education System*, (April 2001).

<sup>7</sup> R. Shore, *Ready Schools*, Washington, D.C.: National Education Goals Panel, (1998).

Teacher quality is an attribute that grows or diminishes based on conditions in which a teacher works, personal motivation, and opportunities for growth and development. The following qualities are essential for a teacher to be considered *initially* qualified, or qualified to *begin* work in the teaching profession, with the expectation that much more development will take place with experience, mentoring, practice, professional collaboration, and opportunities for focused growth and development:

- Belief that every child can achieve state-adopted academic content and performance standards with appropriate time, instruction and intervention;
- Subject matter knowledge that is broad, deep, and related to the public school curriculum;
- Pedagogical knowledge and skill that includes a repertoire of teaching strategies that are responsive to a range of learning needs;
- Ability to be reflective about his/her own teaching and to improve his/her practice as necessary and appropriate to enhance student learning;
- Ability to examine student work and student data and respond accordingly; and
- Commitment to professional collaboration.

The availability of qualified teachers varies dramatically among schools. Many of California's schools and colleges face serious shortages in the numbers of qualified and experienced teachers they are able to recruit and retain. This problem is especially acute in low-performing schools. At least 20 percent of the teachers in schools in the lowest decile on the 2000 Academic Performance Index (API) are employed on emergency permits,<sup>8</sup> and in some districts *half* the teachers have emergency permits or waivers rather than credentials appropriate to their assignments.<sup>9</sup> In contrast, more than 90 percent of the teachers in the best performing schools on the 2000 API are fully credentialed for the subjects and levels they teach. The reasons for teacher shortages in low-performing schools are many and varied, but certainly include the following:

- Lack of a professional culture for teaching and learning;
- Lack of time and space for professional development and collaboration;
- Lack of effective, supportive leadership;
- Dirty, unsafe, and overcrowded campuses;
- Lack of support staff; and
- Lack of up-to-date instructional materials and technology.

---

<sup>8</sup> California Teachers Association (2000). *Low-Performing Schools = High Priority Schools: Analysis of 2000 Academic Performance Index*. Sacramento, CA.

<sup>9</sup> California Commission on Teacher Credentialing (2001). *Teachers Meeting Standards for Professional Certification in California: Second Annual Report*. Sacramento, CA.

California's many ambitious reforms of recent years have had a significant impact on the professional development needs of California's teaching workforce. The adoption of new academic content standards and performance levels for K–12 students, a new accountability system for PreK–12 schools, and the increasing diversity of California's student population coupled with recently enacted laws regarding the delivery of services to English language learners in our student population all affect the skills required of today's teachers and those who will ultimately choose to become teachers. Currently, little attention is given to helping teachers – in K-12 schools, adult education, and postsecondary education alike – engage in, understand, and apply research and new information about how students learn; and few ways are provided for teachers to discuss and collaborate on new strategies that emerge as California's student population changes. Poor coordination of professional development services remains a serious problem throughout the state.

Ultimately, teachers will go to and stay where they believe they have a reasonable chance of success, which is unlikely to be where the foregoing conditions associated with low-performing schools occur. In our high-performing schools, conditions are nearly the opposite of those found in low performing schools: there is a professional culture that respects teaching and learning; professional staff are supported in their efforts to continually improve their effectiveness in promoting student learning; school sites are well maintained; school leaders build and maintain effective partnerships with parents, community groups, and local businesses; and instructional materials are current and aligned with California's academic content standards. The challenge to the State of California, and the operational responsibility of local districts, is to ensure that such conditions exist within every public school in the state. To ensure that these challenges are overcome and that every student is taught by a qualified teacher, we believe California must take the following actions:

#### **RECOMMENDATION 4**

**The State should require that every teacher is adequately prepared prior to assuming responsibility for a classroom of students.** Minimum qualifications must be established and adhered to for all teachers who enter the classroom. The committee reaffirms California's current and developing processes for determining teacher preparation standards, education programs based on those standards that lead to the attainment of a teacher credential, and the credential itself as an indicator of initial qualification to begin work in the teaching profession. Since the 1960's, when internships were first launched, California has embraced multiple routes to the attainment of those qualifications. The diversity of needs within our state is the basis for allowing multiple approaches to learning to teach, and the committee reaffirms California's commitment to maintaining and enhancing a variety of routes into teaching. We are committed to the development and implementation of valid and reliable assessments of teachers' preparedness as a condition of receiving a credential, and recognize that the availability of such assessments may further enhance prospective teachers' access to the profession.

Even with these various entry opportunities available to prospective teachers, however, California has long had a shortage of qualified teachers available and willing to teach in some of its schools, especially those characterized as low-performing. With the advent of class-size reduction in 1997, the need for teachers grew enormously, greatly outstripping the supply in



many places. It is therefore important to bear in mind that efforts to secure sufficient numbers of teachers not be used to excuse exposing students to unqualified or unprepared teachers, and the effects of that exposure must be mitigated while the State strives to eliminate it. Because it is incumbent upon the State to make every effort to ensure that every student is taught by a teacher who is adequately prepared, we further recommend:

**RECOMMENDATION 4.1 – The State should immediately replace emergency permit usage with universal participation in the pre-internship program, requiring that every uncredentialed teacher be hired as a pre-intern and thereby be supported to complete teacher preparation as soon as is feasible.**

**RECOMMENDATION 4.2 – The State should set a specific timeline (five to ten years) to phase out the use of waivers for pre-internship program participants.**

**RECOMMENDATION 4.3 – On a more aggressive schedule, the State should eliminate the use of waivers for pre-internship program participants in decile 1 or decile 2 (lowest performing) schools.**

**RECOMMENDATION 4.4 – The State should increase the capacity of California’s postsecondary education systems to prepare larger numbers of qualified educators for our public schools and preschools, particularly in regions where there are large numbers of teachers serving on emergency permits or where projected shortages of teachers are greatest, and from among non-White racial and ethnic groups.**

**RECOMMENDATION 4.5 – The State should adopt more rigorous education requirements and certification standards for all individuals who teach young children in center-based settings or who supervise others who care for young children, and should immediately require a minimum program of state-approved professional development for all publicly funded providers of care to young children.**

## **RECOMMENDATION 5**

**The State should focus more resources and attention on hard-to-staff schools.**<sup>10</sup> Quality teachers can be attracted and retained by the promoting of an atmosphere of positive support for education, providing improved training and professional development, increasing teacher salaries, and installing outstanding facilities – strategy components that have been unevenly applied, or not applied at all, in hard-to-staff schools.

Educators tend not to stay in situations where they do not feel they can succeed with students or are likely to be inspiring in their efforts to promote student learning. Children of poverty have special needs, and educators need additional resources to succeed with such students. Hard-to-staff schools are concentrated in low-income and urban neighborhoods and serve students who have fared least well according to all available measures of student achievement. Special efforts must be made to attract to these schools qualified teachers who have the disposition and passion

---

<sup>10</sup> These additional resources would be considered a ‘Student Characteristic’ adjustment to the adequate base of funding recommended by the Quality Education Model for school finance.

to persist in challenging environments, and these teachers must receive the support necessary to enable them to improve their effectiveness. Accordingly, we further recommend:

**RECOMMENDATION 5.1 – The State should provide additional resources to attract and retain the finest educators for schools with high concentrations of students living in poverty.**

**RECOMMENDATION 5.2 – The State should require teacher preparation, teacher induction and ongoing professional development programs and activities to feature a focus on teaching children with diverse needs, races, nationalities, and languages; on teaching children who bring particular challenges to the learning process; and on teaching in urban settings.**

**RECOMMENDATION 5.3 The State should provide short-term grant funding to create additional professional development schools that operate as partnerships between institutions of postsecondary education and low-performing schools.<sup>11</sup>**

#### **RECOMMENDATION 6**

**The State, regional entities, and local school districts should upgrade their professional development activities and invest more of their resources in human capital development.** There is much worthwhile professional development in many parts of the state, including state-sponsored professional development networks; national, state, and regional education reform networks; and some noteworthy individual school districts' efforts. However, there are systemic impediments to the effectiveness of these worthy efforts, especially the limited amount of time available for professional development and the fact that professional development is not incorporated into the routine activities of teachers and other education professionals. A second concern is the absence of focus on the special skills that equip teachers and other education professionals to effectively address the special needs of students from low-income backgrounds, English language learners, and students with identified disabilities.

Too often, staff development is delivered either as an add-on to or in lieu of the regular instructional day. Traditionally, staff development activities have consisted largely of workshops or institutes that do not provide the clinically based or collaborative activities that research has indicated are some of the most powerful and effective types of development activities.

The resources devoted to professional development are insufficient and too stratified by categorical streams. More time and increased funding are necessary to thoroughly familiarize teachers and other education professionals with state academic standards and how every student can be assisted to meet these standards. While the State has provided important new resources for state-operated institutes, it has reduced the amount of time available for local professional development work. It is our view that more attention needs to be given to local professional development activities that involve collaboration between experienced and less experienced teachers, as well as with other education professionals. We also caution against reducing

---

<sup>11</sup> Grant funding would be an 'Initiatives' adjustment to the adequate base of funding recommended by the Quality Education Model of school finance.

instructional time for students in exchange for improved teacher development. To make progress in this area, we further recommend:

**RECOMMENDATION 6.1 – The State should provide ongoing resources for ten days of professional staff development annually for high-priority-need school districts throughout the state.<sup>12</sup>**

**RECOMMENDATION 6.2 – The State should provide funding to selected districts to permit linkage of an increase in staff development days with a corresponding increase in instructional days, especially in low performing schools.<sup>13</sup>**

**RECOMMENDATION 6.3 – The State should provide grant funding to develop models for embedded professional development at the school site and district levels.<sup>14</sup>**

## **RECOMMENDATION 7**

**The State should establish a career ladder for teachers that rewards exceptional teachers for staying in the classroom.** Since teachers have the greatest impact on student learning, it is essential that students continue to benefit from the instructional talents of the most exceptional of qualified teachers. In order to attract individuals to the profession and retain them, teacher salaries should be attractive for both new and experienced teachers, and salary schedules should offer opportunities for increased compensation without leaving the classroom. In addition, we must create a school culture in which teachers assume leadership roles in school decision-making, collaboration occurs on a regular basis, professional development is ongoing, and new teachers are supported. This type of school environment leads to improved instructional practices and student learning. Recent statewide initiatives that support and financially reward National Board Certification are now in place in California. But there are very few opportunities for exceptional teachers, even those with National Board Certification, to assume leadership roles in the public schools without leaving the classroom. California's investment in the professional development of our teachers should not be lost by incentives and practices that draw our most experienced teachers away from the classroom. The expertise of teachers can make or break a school, and we must find ways of capturing, focusing, and rewarding the expertise of teachers within this most important setting. Accordingly, we further recommend:

**RECOMMENDATION 7.1 – The State should provide incentive funding to school districts to create career ladders that reward teachers for demonstrated knowledge, expertise, and effective practice.<sup>15</sup>**

---

<sup>12</sup> The cost of additional professional development days would be built into the adequate base of funding recommended by the Quality Education Model of school finance.

<sup>13</sup> The cost of additional instructional days would be a 'Student Characteristic' adjustment to the adequate base of funding recommended by the Quality Education Model of school finance.

<sup>14</sup> Grant funding would be an 'Initiatives' adjustment provided to selected districts or schools to the adequate base of funding recommended by the Quality Education Model of school finance.

<sup>15</sup> Ibid.

**RECOMMENDATION 7.2 – The State should promote recognition that becoming and remaining a qualified and effective teacher is, as with mastery of any profession, a long-term, developmental process.**

**RECOMMENDATION 7.3 – To achieve equity as well as reduced provider charges through the use of collective purchasing power, the State itself should negotiate with statewide employee organizations, and fund the employer share of, uniform non-salary employment benefits for all local school employees.**

#### **RECOMMENDATION 8**

**The State should develop a mechanism for the reciprocity of instructional credentials between K-12 adult education providers and community college adult education providers.** California maintains an adult continuing education system that bridges both secondary and postsecondary education. It addresses the needs of young adults who have not fared well in public schools; adult newcomers to California, many of them foreign born, who want to participate in the education, employment, and civic opportunities of this state and nation; adults with disabilities; and older adults, among others. The adult continuing education system provides short-term vocational training that equips adults with entry-level skills to become employable and then pursue college and university options while supporting themselves and their families. It is equally important that we ensure they have access to high quality teachers and that their educational opportunities are aligned with the rest of California's education system.

California's current dualistic delivery system for adult education places challenges on providers to sufficiently cooperate and coordinate efforts so that an adult learner can take courses from different providers and still meet long-term educational goals. Although the categories of instruction for community college adult education courses and K-12 adult schools are identical, there are different requirements for instructor qualification. Adult school instructors must be credentialed by the Commission on Teacher Credentialing, while community college adult education instructors must meet minimum qualifications established by the Academic Senate of the California Community Colleges. To ensure that comparable quality of instruction is available to all Californians enrolling in adult continuing education, the State should quickly move toward common qualifications and training for adult education instructors. Common qualifications will both enhance the opportunity for adult education instructors to teach in traditional adult education as well as in community college-based adult education and provide a sound basis for better alignment of courses between the two delivery systems.

#### **RECOMMENDATION 9**

**The State should take action to increase the capability of California colleges and universities to attract, hire, and develop academically qualified teachers and faculty members who also have knowledge and understanding about teaching and learning.** California colleges and universities have a core responsibility to provide comprehensive, high quality educational experiences that optimize student learning. Essential to meeting this responsibility is faculty knowledge and understanding about instructional and learning processes, the design and development of curriculum, the assessment of learning, and the identification of

student needs. Further, faculty knowledge of and comfort with teaching and learning in diverse classrooms and the appropriate integration of technology into teaching and the curriculum are critically important to the achievement of all students. Unfortunately, few doctoral programs (a common requirement for tenured faculty appointments in CSU and UC) incorporate preparation in these areas into their core curricula.

In addition to explicit attention to the skill of teaching in the preparation of faculty, a doctorate or masters degree in the relevant discipline should be considered an initial requirement for entering the faculty ranks. Qualifying to be a teacher-scholar should be understood as an ongoing process of professional development and experience. Faculty knowledge, skills, and attitudes must be fully engaged to help institutions find creative and feasible solutions to the challenges facing education specifically, and society generally. Over the next ten years, California will need to hire about 35,000 faculty in all postsecondary education sectors, which is more than half of the current work force. It must be noted that the UC and CSU can potentially make substantial progress toward meeting this need by hiring a greater proportion of their new faculty from among graduates of California institutions. With our need for a tremendous number of new teachers and faculty comes an unprecedented opportunity to influence the quality of teaching and learning in California for the next several decades.

We note the importance of postsecondary education faculty charged with the responsibility of preparing teachers for employment in California's schools, preschool through twelfth grade. Faculty within schools of education are essential to state efforts to ensure that all teachers and faculty have not only academic expertise in at least one academic area but also a broad capacity to adjust teaching strategies in response to different learner needs. Each academic department has a responsibility to ensure that its graduates have mastered knowledge and competencies required by its faculty and to inspire students to continue learning more about its discipline. It is the special responsibility of education faculty to ensure that graduates know how to communicate and help others learn what they have mastered. Of the 35,000 new faculty estimated to be needed over the next ten years, a substantial number of them will be needed in schools of education, both replace retiring faculty and to expand capacity. Care in the selection of these faculty will further enhance our state capacity to improve teaching practice and learning outcomes.

To make sure that this opportunity to ensure access to qualified faculty for Californians pursuing postsecondary education is not lost, we further recommend:

**RECOMMENDATION 9.1 – The State should expand programs to attract talented individuals, especially from underrepresented groups, into P-12 teaching and postsecondary faculty careers through forgivable loans and teaching fellowships.**

**RECOMMENDATION 9.2 - California colleges and universities should strive to ensure that schools of education have the resources needed to produce a substantial proportion of the teachers and faculty needed to staff our pre-schools, schools, colleges, and universities over the next decade and beyond.**

**RECOMMENDATION 9.3 – The State should increase doctoral and master’s degree production in areas of high need, drawing upon the combined resources of the UC and CSU, as well as the independent sector of postsecondary education.**

**RECOMMENDATION 9.4 – California colleges and universities should develop an infrastructure to support the ongoing professional development of faculty in order to improve the quality of teaching and promote student learning.** The components of this infrastructure should include:

- integration of teaching and learning curricula into master’s and doctoral degree programs;
- inclusion of teaching expertise and experience criteria when hiring decisions are made;
- continuous development support throughout faculty careers, including focused support for each newly appointed faculty member during his or her first year;
- development of an organizational structure that supports and rewards teaching excellence and the scholarship of teaching throughout a faculty member’s career;
- sustained efforts to make teaching and the scholarship of teaching more highly valued aspects of faculty culture;
- expansion and dissemination of the knowledge base about college teaching and learning, including establishment of a statewide center on postsecondary teaching and learning; and
- Preparation of experts in the field of teaching and learning.

#### **RECOMMENDATION 10**

**The Legislature should direct the California Community Colleges, California State University, and the University of California to adopt policies, within one year of being directed to do so, regarding the appropriate balance of temporary and permanent/tenure-track faculty for their respective systems, and provide the rationale for the policies adopted.** Temporary<sup>16</sup> faculty members offer myriad benefits to colleges and universities. They often bring real-life experiences and practical skills to students and add to the diversity of faculty in many ways. At the same time, they allow more flexibility in the use of instructional resources and work at a lower cost to institutions than tenure-track, permanent faculty. The temporary nature of their assignments inherently provides colleges and universities with significant flexibility to modify educational offerings in timely response to the identification of state and local needs. A growing concern about temporary faculty, however, is related to how their

---

<sup>16</sup> “Temporary faculty” is used in this Plan to refer to non-tenured or tenure-track, non-permanent faculty. Temporary faculty may be full- or part-time and may be referred to as adjunct, or limited-term faculty.

increasing numbers affect the ability of institutions to carry out the full range of activities necessary to fulfilling their respective missions. Temporary faculty members usually do not participate in curriculum review and development, personnel hiring, promotion, and tenure review; student admissions, major advisement, and retention initiatives; and other important faculty responsibilities. These activities constitute an essential part of the academic and student affairs of a campus. Because of the important contributions that both permanent and temporary faculty make, this committee and the Legislature should provide the resources necessary to attain for all segments of postsecondary education a faculty balance that meets the comprehensive needs of students and the institutions, while continuing to examine research that will foster better understanding of the impact temporary faculty have on student achievement and the constraints placed on their participation in other faculty responsibilities. Accordingly, we further recommend:

**RECOMMENDATION 10.1 – Annually, the California Community Colleges, California State University and University of California shall report to the Legislature the ratio of permanent/tenure-track to temporary faculty employed by their respective system and how that ratio compares to systemwide policy.**

**RECOMMENDATION 10.2 – The California Community Colleges, California State University and University of California shall report to the Legislature the set of activities reserved for permanent/tenure-track faculty and the rationale for why temporary faculty cannot be enlisted to assist in carrying out such activities.**

#### **RECOMMENDATION 11**

**The State should strive to maintain compensation schedules that make California competitive in attracting and retaining excellent teachers, faculty, administrators, and other education professionals for its early childhood education settings, public schools, colleges, and universities.** California has historically been successful in attracting talented people to teach in its public schools, in part because of the high value the general public assigns to our public schools and because for many years teaching was an attractive profession in which to pursue employment for women choosing to enter the workforce. California has similarly been successful in attracting faculty to its public colleges and universities, in part because of the reputation for quality that has been attached to our public postsecondary education institutions, to which the academic reputations of the faculty already employed by California colleges and universities significantly contribute. In recent years, several factors have contributed to the difficulty experienced by California's early childhood education providers, public schools, colleges, and universities in attracting and retaining the needed numbers of teachers, faculty, counselors, administrators, and other education professionals. First, many pressures have increased the demand for additional education personnel. California's population has increased by between 400,000 and 600,000 people every year since 1950, generating continually increasing demand for education professionals to staff our growing public education system. In addition, California's decision to reduce class sizes in kindergarten through third grade has created additional demand for K-12 teachers. Our public colleges and universities lost many of their outstanding faculty during the 1990s when faculty members were offered early retirement options as a partial response to difficult financial conditions. Moreover, many others of the

current public education workforce are approaching the prospect of retirement and will soon have to be replaced.

Second, the cost of living in some parts of California generates a demand for higher compensation to permit prospective public education employees to contemplate establishing a lifestyle similar to that to which they are accustomed if they accept employment at a California public school, college, or university. This cost of living issue is particularly important if the prospective employee is considering a move from another state or from less to more urban sections of California where the cost of living is substantially higher. Public schools, colleges, and universities are not alone in their efforts to attract talented people, especially those who have acquired expertise in mathematics and science. Education institutions (both public and private) from other states, the health care profession, and private business are in direct competition with our public education institutions for both current and prospective education personnel. Consequently, California must consider compensation increases in order to retain the excellent teachers, faculty, counselors, and other education professionals it already has as well as to remain competitive in attracting new personnel.

In the instance of early childhood education providers, compensation is extremely poor in comparison to that of K-12 teachers, a fact which contributes to high staff turnover and thereby impedes continuity of care for children. Salaries and benefits for providers who have backgrounds that are similar to, and perform functions comparable to those of, their public school colleagues must be made commensurate to compensation in the K-12 sector, if California is to establish a professional early childhood education sector as part of a coherent system of education.

Our vision for California public education requires not only that all students be taught by qualified teachers or faculty members but that they also have access to other professionals necessary to a successful educational experience, including effective administrators, health care professionals, counselors and advisors, and learning support professionals. These personnel components of quality cannot be provided without a firm commitment by the State to provide competitive compensation schedules.

Despite the costs associated with increasing compensation for all public education professionals, California must especially find ways to keep teacher and faculty compensation competitive in order to ensure that every student enrolled in a public school, college, or university is taught by an excellent teacher. The committee notes here that postsecondary education faculty are generally expected to engage in more activities than teaching alone, including research, public service, and supervision and/or mentoring of students and student groups. These supervision and mentoring activities are important to the success and persistence of many students, particularly students from low-income and underrepresented backgrounds. Faculty and other educational professionals engaged in such activities should receive appropriate recognition for their contributions. But we wish to emphasize that it is excellent teaching that is most essential to the education system we envision. We therefore further recommend:

**RECOMMENDATION 11.1 – The governing boards of all three public sectors of postsecondary education should direct an examination of faculty promotion, tenure, and review policies and practices, and revise them, as needed, to ensure that**



teaching excellence is given significant weight in decisions that affect the compensation awarded to faculty.

**RECOMMENDATION 11.2 – The State should empower and encourage boards of trustees of local school districts to include teaching excellence, as determined through districts’ employee performance evaluations, as a significant factor in decisions that affect compensation.**

**RECOMMENDATION 11.3 – The boards of trustees of local school districts should review their compensation policies, and revise them as needed, to ensure that continuing professional education for which they grant salary credit is targeted to courses likely to yield clear benefit in terms of either employees’ pedagogical, instructional leadership, or management skills, or the depth of their academic subject matter knowledge.**

**RECOMMENDATION 11.4 – Supervision and mentoring of students and student groups should be given ample consideration in employee performance reviews and be a factor in decisions that affect compensation of teachers, faculty, and other education professionals.**

### **Access to Rigorous Curriculum that will Prepare All Students for Success In Postsecondary Education, Work, and Society**

The State must ensure that all students have access to a preschool--12 curriculum encompassing the knowledge, skills, and experiences necessary for successful college participation, productive work, and active citizenship. As a part of these curricula, all schools must offer academic programs and coursework that provide every student an equitable opportunity to qualify for admission to, and succeed in, any of California’s public postsecondary institutions, and that simultaneously qualify them for an array of jobs in today’s workforce and the continually emerging information economy. To ensure this high-quality curriculum for all students we recommend:

#### **RECOMMENDATION 12**

**The State shall set ambitious learning goals and provide all students a challenging K-12 curriculum, including preparation for postsecondary education.** The ambitious learning goals we recommend here are represented in the academic content standards that the State Board of Education has adopted for each grade level in the areas of mathematics, language arts, science, and the social sciences. These standards form the basis of an aligned system of curriculum, materials, instruction, and assessments for each level of the educational system. However, the current standards and requirements are not yet a complete expression of what California students should know and be able to do to be successfully prepared, as described in the foregoing narrative. The standards should also recognize the congruity of academic achievement, workforce preparation, and the knowledge and skills needed for democratic participation in a

diverse society. In addition, education must prepare Californians for participation in the international community. Ours is the nation's most linguistically rich state. At a time when global knowledge, skill, and understanding are at a premium, California's multi-lingualism is an asset that should be developed to a much greater extent. We must recognize our state's widespread multiculturalism and bilingualism and embrace it as a 21<sup>st</sup> century educational and social resource.<sup>17</sup> Accordingly, we recommend:

**RECOMMENDATION 12.1 – The State should ensure that early learning gains are continued, by aligning developmentally appropriate standards and curricula for pre-school, early childhood education, kindergarten, and the primary grades.**

**RECOMMENDATION 12.2 – The State should establish an academically rigorous course pattern as the standard curriculum for every high school student, and provide the learning support necessary to enable students to successfully complete this college readiness curriculum.**

**RECOMMENDATION 12.3 – Students not wishing to participate in this rigorous curriculum should, with proper counseling and after parental consultation, be allowed to 'opt out' of this pattern of courses. In such cases, students should be provided a personalized learning plan to ensure basic academic competencies are taught to them through a challenging curriculum which prepares them for community college or the workforce and is delivered through alternative avenues, including career technical education settings.**

**RECOMMENDATION 12.4 – The State should ensure that all schools provide all students with curriculum and coursework that include the knowledge, skills, and experiences that enable them to attain mastery of oral and written expression in English and that establish a foundation for future mastery of a second language by the end of elementary school, and attain oral proficiency and full literacy in both English and at least one other language by the end of secondary school.**

**RECOMMENDATION 12.5 – The California Community College, CSU, and UC should collaborate to strengthen the programs in community colleges that prepare students to transfer to CSU and UC and to ensure that those courses are acceptable for transfer credit at all campuses of CSU and UC.**

**RECOMMENDATION 12.6 – The community colleges should enhance their career and technical programs that lead to occupational certificates and occupational associate degrees; all postsecondary education institutions should offer industry skill certifications that prepare students to enter the job market with a set of competencies they will need to succeed; and CSU and UC should enhance the**

---

<sup>17</sup> We also recommend that, to keep the State's content standards current with the changing context, the State establish an ongoing, intersegmental process of review and revision of the standards to ensure their quality and their relevance to students and to the needs of California.

**quality of professional programs that prepare students to enter professional careers with a set of competencies they will need to succeed.**

## **Access to Participation in California's Public Universities**

### **RECOMMENDATION 13**

**The California State University should continue selecting its freshman students from among the top one-third and the University of California should continue selecting its freshman students from among the top one-eighth of high school graduates throughout the state.** Since the adoption of the 1960 *Master Plan for Higher Education*, both the California State University and the University of California have selected their freshman students from restrictive pools of high school graduates statewide. Each system was given respective authority to determine how the top one-third and one-eighth should be defined for purposes of admission to CSU and UC campuses, respectively. Objective criteria – curricular pattern, grade point average, and standardized test scores – have served as the primary basis for determining eligibility. Based on these criteria, the Board of Regents and the Board of Trustees each adopted a policy guaranteeing admissions to any eligible high school graduate who applied. While these criteria and board policies simplified the selection process for both systems, they, in conjunction with the impact of California's population growth and the popularity of the two systems, have resulted in two unfortunate consequences. First, as the number of high school graduates from California high schools increased and they sought admission to CSU and UC in numbers that exceeded the capacity at some campuses and the State's ability to financially support both systems overall, admissions criteria were revised to reduce the numbers of qualified high school graduates who were entitled to admission. In addition, both CSU and UC assigned greater weight to grades earned in honors and Advanced Placement (AP) courses, a practice that provides an advantage to graduates of high schools that provide significant numbers of honors and AP courses to their students.

Second, students enrolled in schools with high concentrations of students from low-income families have not had opportunities to learn that are comparable to those of students enrolled in schools serving more advantaged families. In particular, they have had fewer opportunities to take and complete AP courses prior to graduation. Consequently, low-income high school graduates who attain CSU and UC eligibility have not had the opportunity to become "highly competitive" for admission to either sector. In response to the UC practice of giving preference to highly competitive applicants, increasing numbers of high schools are offering AP courses taught by teachers without adequate expertise and without a requirement that students completing an AP course also take the AP examination for that subject. We are further concerned that assigning additional weight to honors and AP courses tends to undermine the effort of this Master Plan to increase the rigor of all academic course offerings in public schools by communicating to students who are firmly committed to college attendance after high school that getting into the campus or system of their choice is enhanced by taking AP and honors courses.

We believe that definitions of quality that rely exclusively on test scores and grade point averages fail to recognize and take advantage of the rich diversity of California's people. Our colleges and universities must not fail to take advantage of this richness as they make admissions decisions, by failing to examine the human qualities of applicants who have met objective criteria for admissions. The life experiences of prospective students who have come to California from around the world, including language, cultural traditions, music, art, and work experiences, can enhance the teaching and learning experiences on every CSU and UC campus and contribute to students' developing a world view attainable in few other ways for most of them. The value that diversity can contribute to the quality of CSU and UC is of such import that these life experiences and non-cognitive talents should be considered equally with objective measures of academic achievement even when demand greatly exceeds capacity. No campus should deprive its students of these components of quality in a mistaken effort to ration limited capacity by allocating admission slots primarily to applicants with the highest test scores and grade point averages.

Given the foregoing concerns, we additionally recommend:

**RECOMMENDATION 13.1 – The California State University and the University of California should continue collaborating with K-12 schools to increase the rigor of all academic courses to achieve the goals of reducing demand for remedial instruction among freshman students and eliminating the current practice of providing additional weight to honors and AP courses in admissions decisions.**

**RECOMMENDATION 13.2 - The California State University and the University of California should authorize each of their campuses to consider both objective and subjective personal characteristics equally in assembling freshman classes annually from among the pool of eligible candidates.**

<b>Access to Current Textbooks and Instructional Materials Aligned with Learning Expectations</b>
---

California's requirement of compulsory education for all children must be viewed as a contract between the State and our students/parents, complete with rights and responsibilities. Every K-12 student in California has a fundamental constitutional right to a high quality, state-provided education. A rigorous curriculum that prepares all students for a successful transition to college or work should be the 'default' curriculum. Accordingly, the State must provide all students with the resources, instruction, and support necessary to enable them to achieve the competencies that the academic content standards and college admission requirements demand. The State must also assure that every school has current textbooks, technology, and/or other instructional materials that are aligned with the content expected to be taught to each student, in sufficient quantity for each student to have access to these materials for home use. This requirement is of fundamental importance. In turn, students must take advantage of these resources and apply themselves in a sustained effort to meet or exceed academic standards set for them. We therefore recommend:

## **RECOMMENDATION 14**

**State and local policy-makers should ensure that every school is provided with sufficient quantities of learning materials and resources that are current, in good condition, and appropriate to the learning needs of students, including:**

- Individual textbooks, workbooks, and other required instructional media for use in and out of school;
- Resources necessary to enable teachers to tailor and creatively adapt curriculum to the interests and needs of individual students;
- Supplies, equipment, and other instructional materials necessary to support the instructional program at each level, as recommended in the state content standards, including teacher guides to textbooks;
- Computers with internet access that each student may use on a basis determined to be appropriate for her/his level of study;
- Suitable chairs, desks, and other classroom equipment;
- Books that can be borrowed from the school library and elsewhere that students may use individually;
- Curriculum and materials for English language learners; and
- Curriculum, materials, and support for learners with identified disabilities.

## **Access to Adequate Learning Support Services**

Learning support is the collection of school, home, and community resources; strategies and practices; and environmental and cultural factors that provide every student the physical, emotional, and intellectual support he or she needs to overcome any or all barriers to learning. Learning support includes two primary strategies:

- *Additional instruction that supplements the general curriculum* – the provision of extra time for more focused instruction and/or for increased student-teacher instructional contact designed to help students attain the learning standards.
- *Student support services and programs needed to address barriers to learning* – strategies and interventions that address barriers to student academic progress, which may include school guidance and counseling, strategies to improve attendance, violence and drug abuse prevention programs, coordination of community services, and increased parent or family involvement.

Since students do not all mature and progress in their learning at the same pace, the types of learning support appropriate to student needs will vary in different schools and at different grade levels. Recognizing these differences, we recommend:

## **RECOMMENDATION 15**

**The State should require and fund the provision of flexible time and instruction to support learning and insure successful transitions between schooling levels.** Although the K-12 curriculum and basic conditions for learning should be common for all students, individual students have unique learning styles and learn in a variety of ways; and success for all students requires new, flexible ways to structure time and deliver instruction. Our current system for delivering education provides limited hourly funding for before- and/or after- school tutoring, but basically assumes that all students at each grade will achieve a prescribed set of standards within a set amount of instructional time. This assumption is contrary to reality. The need that many students have for differential attention is normal, and a healthy education system addresses these needs routinely. However, this flexibility should not delay students' achievement or interfere with timely and successful transitions to succeeding levels of schooling. Accordingly, we further recommend:

**RECOMMENDATION 15.1 – State and local policy-makers should define adequate learning support in K-12 as those resources and interventions necessary to meet the academic needs of *all* students and which help ensure that *all* attain the state content standards and meet college preparatory requirements.**

**RECOMMENDATION 15.2 – The State should assign responsibility and provide targeted resources at the postsecondary level to enable increasing numbers of college students to succeed in their academic coursework and attain certificates and degrees.**

## **RECOMMENDATION 16**

**Provide additional learning support services at grades three and eight, in the last two years of high school, and during the first year of college to assist students who take longer to meet standards or may be ready to accelerate.** Although it is important to meet the needs of students throughout their K-12 experience, there is currently a particular need for additional targeted interventions at key transition points for many traditionally underserved students. As with other forms of learning support, these must be developed with the intention of addressing student learning and development rather than remediating failure. They must enable students to meet the State's content standards and college entrance and placement requirements. An abundance of research demonstrates that the child who has not developed reading proficiency by grade three will be frustrated and disadvantaged for the balance of his/her educational experience.

Our academic content standards call for all students to be provided instruction in algebra by grade eight, and research documents that students who fail to master algebraic concepts dramatically reduce the likelihood that they will go on to college and succeed there. Timely learning assistance and accurate information about college and career opportunities take on

greater significance during the last two years of high school as students seriously prepare themselves for life after high school.

The first year of college is critical in many ways in determining whether a freshman student will persist and eventually earn a degree or certificate or drop out before achieving his/her educational objective. The importance of providing focused and timely learning support to freshman students in college will remain high until we have eliminated the disparity in the quality of educational opportunity students receive in the state's public schools. Examples of instances when learning support may make a significant difference to the success of students include English language learners who need extended learning opportunities, community college courses for seniors who need additional courses to meet university entrance and placement requirements, and students with identified disabilities who need additional services to support them in meeting their academic goals.

#### **RECOMMENDATION 17**

**Schools should establish and maintain active communication with parent groups to assist school personnel in the provision of learning support designed to overcome barriers to learning.** Many public schools establish parent groups to assist in fundraising activities, to assist in making policy decisions in the distribution of supplemental funds (School Site Councils), to provide school ground supervision, and to support athletic and arts activities, among other things. Parents create the early conditions that ready students for learning and should be enlisted to collaborate with schools to continue the emphasis on learning. Schools should regularly communicate with parents about the progress of their children in meeting learning expectations and course requirements for university admission. Too often parents receive mixed messages from public schools: they are urged to visit the school at any time, but receive a cool, if not hostile, reception when they question the behavior and/or decisions of teachers. Schools must be diligent to nurture a culture that welcomes parents as partners in the education process and to offer guidance on ways in which parents can be of greatest assistance to teachers in promoting student achievement. This goal may require provision of learning opportunities for parents, particularly for parents who are English language learners or who have not had pleasant school experiences themselves.

Parents also must also be vigilant against sending mixed messages to school personnel. Not only must they avoid the temptation of automatically taking the side of their children in disputes with school personnel before determining the facts involved, they must also resist the temptation to communicate to their children the value that sports, work, and sibling care are more important than academic achievement. At all levels, including the postsecondary level, parents can help students understand that they can discover knowledge on their own and develop a passion for learning. This understanding prepares students to be active rather than passive participants in their own learning.

## **Access to Qualified School and Campus Administrators, to Maintain an Educational Culture that is Inviting and Safe, and that Places a High Value on Teaching Excellence and Student Achievement**

Educational leaders play a significant role in creating and maintaining campus environments and cultures that encourage students to persist in their studies and that has a direct impact on teaching and learning. Their leadership influences whether teachers, counselors, and other professional staff elect to remain at the institution, the degree to which parents become true partners in the education of their children, and the degree to which the physical plant is maintained in safe and healthy condition.

Throughout the nation it is becoming increasingly difficult to attract and retain high quality candidates to school leadership positions. Surveys by national professional organizations have documented this unsettling trend, especially with regard to site principals.<sup>18</sup> In California, the situation is exacerbated by several factors, including a more stressful work environment, the poorest site administrator-to-student ratios in the country, and inadequate facilities that lead to seriously overcrowded conditions.<sup>19</sup> However, in California and elsewhere, a much more serious cause for concern is that standards-based legislation is holding principals accountable for student achievement, but is not providing principals the authority to manage the fiscal and human resources in their schools. California experiences another serious problem related to the training of school administrators: training programs offered by postsecondary institutions focus on management, when they should be giving systematic attention to the development of leadership.

Both to address the shortage of candidates for education administration positions and to ensure that prospective candidates acquire the myriad skills they will need to be effective, we recommend:

### **RECOMMENDATION 18**

**Local school districts and postsecondary education institutions should develop partnerships to recruit, prepare, and educate quality educational leaders.** The principalship is an extremely complex and difficult job in today's schools, as is the superintendency of school districts; and California may soon be facing a severe shortage of qualified school administrators. Molding outstanding administrative leaders must be regarded as a long-term, developmental process requiring a coordinated effort among all stakeholders. Postsecondary education institutions offering administrator preparation programs would be well advised to look at leadership training programs in other fields, such as the military and business, as well as consulting with current school and college leaders to determine the array of skills required of today's school leaders.

---

<sup>18</sup> National Association of Elementary School Principals, "Is There a Shortage of Qualified Candidates for Openings in the Principalship? An Exploratory Study" [online: web]. Cited 23 Jan. 2002. URL: <http://www.naesp.org/misc/shortage.htm>

<sup>19</sup> EdSource, with data from NCES, determined that there was one principal and/or assistant principal for every 504 students in California in 2001, ranking it last among the states.



Low-achieving schools tend to be hard to staff , impacted by socio-economic issues, to have a history of failure, and to have considerable turnover in staff at all levels. Leadership in these schools is particularly challenging and multi-faceted, and requires strong administrative and instructional skills. Many new administrators are often not sufficiently prepared to do what is necessary to improve student achievement in these schools and are not given adequate support by their districts to significantly improve instructional programs. Most administrative training programs fail in preparing newly assigned principals to initiate and sustain effective programs to improve student achievement and reverse the pattern of substandard performance so common in those schools. Accordingly, we further recommend:

**RECOMMENDATION 18.1 – School districts should provide more resources, such as additional staff and professional development, to principals in low-performing schools.**

**RECOMMENDATION 18.2 – School districts should increase salaries for administrators serving in low-performing schools.**

#### **RECOMMENDATION 19**

**The State should take steps to ensure qualified leadership for California Community Colleges.** Today's community colleges must address the academic achievement of all students, irrespective of their levels of preparation. Dramatic changes in the demographic, cultural, and linguistic diversity of students challenge community colleges to modify their curricula and instructional strategies to better meet the needs of diverse learners. These challenges and traditional practices of community colleges – requiring prospective administrators from faculty ranks to forfeit seniority and not guaranteeing return rights – serve to discourage outstanding faculty leaders from aspiring to community college administrative positions. The 2000 report of the Community College Leadership Development Initiative documented some of the leadership challenges facing California's community colleges.<sup>20</sup> In particular, the report noted that political factions sometimes prevent campuses from making important decisions, and that frequent turnover of executive officers and low campus morale have contributed to a deterioration of institutional effectiveness. With regard to leadership positions, the average length of tenure for a community college chief executive officer is 4.4 years in California compared to an average of 7.5 years nationally. Further, smaller numbers of well-qualified people are seeking administrative leadership roles due not only to the leadership challenges, but also to the lack of return rights to tenured faculty positions and of competitive job salaries. This situation exists at a time when in the next ten years California will need an estimated 360 new community college academic administrators.<sup>21</sup>

---

<sup>20</sup> Partnership for Community College Leadership (September 2000). *Meeting New Leadership Challenges in the Community Colleges*. Paper prepared by the Community College Leadership Development Initiative and Claremont Graduate University, Claremont, CA.

<sup>21</sup> Piland, W., & Phillips, B. (2000, August). *Long-Range Administrator Needs Projections: Preparing the Next Generation of Community College Leaders – Facilitating Institutional Development*. Paper prepared for the California Community College Chancellor's Office, Sacramento, CA.

The education doctorate has traditionally been viewed as the terminal degree for professional education leaders. California's public and private colleges and universities offer few doctoral programs with an emphasis on community college leadership. Moreover, they do not currently offer sufficient numbers of education doctorate programs of any sort to community college (or K-12) personnel who seek this degree as a means to better meet the needs of their students and institutions as well as for other professional development reasons. California relies on private and independent colleges and universities for about 70 percent of its doctorate holders in education.<sup>22</sup> To both ensure that more opportunities are available to prepare community college and school administrators and to make those opportunities more affordable, we further recommend:

**RECOMMENDATION 19.1 – The CSU and UC should develop and offer preparation and professional development programs for community college leadership, including establishment of a state-level or campus-based center devoted to community college leadership development and leadership issues.**

**RECOMMENDATION 19.2 – The California Community College system should improve the terms and conditions of administrative employment in community colleges, including offering qualified administrators return rights to permanent faculty positions as an incentive to attract outstanding professionals to community college leadership positions.**

### **Access to a School or Campus Physical Plant that is Safe, Well-Equipped, and Well-Maintained**

California's promise of access to free public K-12 education and low-cost postsecondary education extends beyond simply assuring a seat for the six million students who annually enroll in public schools or the two million who annually enroll in public colleges and universities. The condition of the school or campus facility is as critical to the quality of educational experience students receive as are the qualifications of instructional and administrative staff. Together they define the conditions of learning, or what we have come to recognize as the opportunities for students to learn. Inequalities in the condition and maintenance of public schools and colleges subject students to unacceptably unequal opportunities to learn, based purely on where students happen to live within the state. This inequity is unacceptable if the State is to have and meet rigorous learning expectations for all students, and recent court action substantiates that position. As a result, we believe it is the State's responsibility to ensure that all students are provided with equitable opportunities to learn; and we therefore recommend:

### **RECOMMENDATION 20**

**The State should guarantee suitable learning environments for all students including classrooms, facilities and buildings.** Significant research documents that clean, safe, well

---

<sup>22</sup> California Postsecondary Education Commission, *The Production and Utilization of Education Doctorates for Administrators in California's Public Schools*, (December 2000).

maintained, and otherwise suitable learning environments have a positive impact on student learning, while the opposite is true of unsuitable environments. In addition, as noted in the foregoing sections, survey data indicate that unsuitable environments have a negative impact on the ability of schools to provide the quality teaching and leadership that is necessary to provide a high quality education. Therefore, for every school, college, or university facility, we recommend that environments reflect the following characteristics:

- School and college facilities located within a reasonable commuting distance of students' homes;
- Clean and well maintained classrooms and other learning environments, in adequate numbers to deliver the local educational program;
- Buildings with adequate ventilation, and necessary heating and air conditioning;
- Buildings and classrooms in good repair and free of fire and health hazards;
- Uncrowded classrooms with adequate space for other instructional needs;
- Adequate laboratories and studios for students to complete rigorous work in all subjects;
- Lavatories and sanitary facilities that are unlocked, accessible, well-stocked, and maintained in decent, safe, and sanitary condition;
- Outdoor space sufficient for exercise and sports and free of health and safety hazards;
- Adequate school healthcare facilities;
- Adequate foodservice facilities;
- A safe and supportive school environment, including: protection from harassment or abuse of any kind; a fair and nondiscriminatory system of student discipline; and a student body of a manageable size which permits the development of a safe and personalized learning community; and
- A drug-free and violence-free school.

**RECOMMENDATION 20.1 – The State should establish clear, concise, and workable standards for facilities, to ensure a high quality/high performance teaching and learning environment.**

**RECOMMENDATION 20.2 – The State should require each school district to prepare and adopt, with appropriate public review and consultation, a five-year facilities plan to meet or exceed state facilities standards<sup>23</sup>.**

**RECOMMENDATION 20.3 – The State should establish design standards for subsidized early childhood facilities, appropriate to young children's development.**

We also recognize that there are other ways to provide high quality teaching and learning opportunities that do not depend on perpetuation of traditional schools or college campuses serving large numbers of students. The tools of technology provide a means by which schools, colleges, universities, and local communities can work together to collectively provide high quality teaching and learning opportunities for students. A student's community environment is

---

<sup>23</sup> It is recommended that the State provide a Facilities Master Plan template for districts that need technical assistance, with consideration that funding assistance may be necessary to help those districts create facilities master plans. This recommendation may involve developing a cost estimate upon which to gauge an appropriate level of state financial assistance.

as much a locus for learning as the classroom. Recognizing these possibilities, we further recommend:

**RECOMMENDATION 20.4 – The State should establish an Innovation Fund to support innovative projects and intersegmental collaboration in education, particularly those seeking to improve learning opportunities for students enrolled in low-performing schools and increase the use of public facilities located in the service communities of schools.**

## ACHIEVEMENT OF STUDENTS

Traditional approaches to teaching and learning have been based on a variety of research and assumptions that have subsequently proved to be inaccurate. Such assumptions as that the brain's development is dependent on the genes a child is born with, that early childhood experiences have a limited impact on a child's later development, that brain development is fundamentally a linear process, and that a toddler's brain is less active than that of a college student have proven to be substantially in error. Recent research on how the brain develops indicates that children are born 'wired to learn' and development of the brain is a complex interaction between genes and early childhood experiences. A child's experiences from birth to age three not only shape the context for future learning, but also have a decisive impact on the architecture of the brain and on the nature and extent of adult capacities.<sup>24</sup> Brain research also documents that brain development is a non-linear process; there are prime times for children to acquire different kinds of knowledge and skills.

Building a solid foundation for learning requires focused attention to developing the social, cognitive, and physical competencies of infants and toddlers. Each child must develop satisfying social interactions with other children and adults, since that experience builds the capacity to engage in true cooperation and sharing relationships. Research indicates that infants have the capacity during their preschool years to begin developing the skill of symbolic representation that, in combination with improved memory, helps young learners develop more logical thinking, increased language skills, and the ability to categorize objects by attributes.<sup>25</sup> Learning theory reinforces the importance of children's developing the ability to express ideas and feelings through symbolic representation, noting that skill's association with development of mathematics learning and significant gains in knowledge and cognitive development.<sup>26</sup> Providing learners with opportunities to engage in creative activities such as dramatic play, or manipulation of objects in their environment like blocks, dolls, clay, or plants is a valuable teaching strategy to promote the cognitive development of students.

Though much of the research on brain development and learning focuses on infants and toddlers, the basic findings are applicable to learners of all ages. It is important that teachers and education institutions focus on development of the whole person, including development of social, physical, and cognitive skills. Positive relationships and interactions with adults and advanced learners can be extremely influential in promoting learning among students. Because every learner brings a unique combination of personal attributes, childhood experiences, and styles of learning, it is important for education institutions to not limit their assessment of intellectual potential to assessments of language and mathematical skills. Such a focus is too narrow and fails to recognize the multiple strengths that each learner brings to the teaching and learning process. A focus on student learning, therefore, requires that multiple strategies be

---

<sup>24</sup> Shore, R., *Rethinking the Brain: New Insights into Early Development*, New York: Families and Work Institute, (1997).

<sup>25</sup> Wadsworth B., *Piaget's Theory of Cognitive and Affective Development*, White Plains, N.Y.: Longman Publishers, (1996).

<sup>26</sup> Armistead, M., "The Foundations of Multiple Intelligences," in *Multiple Intelligence*, Alexandria, VA.: Association for Supervision and Curriculum Development, (1994)

developed to promote learning, including supplemental learning support in less well developed cognitive areas.

## **Assessment of Student Learning Needs and Achievement**

Support should be available to meet student learning needs at every grade level. Most important, supplemental support programs, at every level from pre-kindergarten through university, must focus on having *all* students 'keep up' rather than having to 'catch up.' Well constructed and sensitively used assessment is an effective way to ensure that students receive the learning support they need when it is most useful and before they fall into a cycle of failure. There are several critical transition points at which teachers and faculty should be most attentive to student needs as they progress through California's education system. These include the following:

*Pre-K to grades 1-3.* Children begin their lives with endless possibilities. They enter school enthusiastic, motivated, and hoping to succeed. However, many students, especially in low-income neighborhoods, enter a disjointed education system that is ill equipped to meet their needs. Students who struggle in the first grade quickly become unmotivated and do not participate in the very activities they need most. These children begin a pattern of continued academic frustration that usually continues throughout their education. After the 3<sup>rd</sup> grade, a child's academic achievement level appears to remain remarkably stable throughout the school years. If students are not at grade level in reading and math by the third grade, that status continues throughout their education.

*From the 3<sup>rd</sup> to the 4<sup>th</sup> grade and throughout the upper elementary years.* Educators have created a benchmark that students should read at grade level by the time they reach 4<sup>th</sup> grade. The National Assessment of Educational Progress, however, reports that less than one-third of the nation's 4<sup>th</sup> graders are proficient in reading. In California, less than one-quarter of 4<sup>th</sup> graders are proficient in reading. When students fall behind in the first three grades, schools often hold them back. In some inner city schools, as many as one-fourth of the primary children repeat a grade. Unfortunately, research on grade retention consistently finds that students' attitudes often worsen and their skills do not improve when they are retained, particularly when there are no improvements in the teaching and learning strategies used.

*Into and through middle school to high school.* Middle school organization and curriculum varies from school district to school district, ranging from departmentalized course offerings to integrated core curricula. Whatever structure a district selects, it must support students to learn the content standards; and it must avoid separating students into different curricular paths with different expectations for learning – an outcome that becomes increasingly likely with the transition from a single to multiple teachers for each student. All middle schools should strive to help students take charge of their own learning and become independent learners and thinkers, and to develop the confidence that they will graduate from high school qualified for college admission. This confidence must be realistically based on students' clear understanding of the necessary academic preparation, financial requirements and support, career exploration, and other elements necessary to ensure their success in high school no matter what post-high school option they choose.

*High school graduation and beyond.* It is common to see students as having two options upon graduating from high school: graduates will go *either* to work *or* to college. Although it is true most students eventually ‘wind up’ in one of these places, it is inaccurate to say that many have a genuine choice. In our K-12 education system, the choice of immediately joining the workforce or attending college is usually made far before high school graduation, typically via course choices made by students with incomplete information. To discourage students from foreclosing postsecondary education options, California’s education system must change the common perception that less is expected of students bound for the workplace or community college than of those who intend to go to a baccalaureate degree-granting college or university. California high schools and colleges must be understood as components of one education system.

To ensure that students’ needs are assessed properly and that they are provided learning support in a timely manner, we offer the following recommendations:

### **RECOMMENDATION 21**

**To target learning support adequately and complement state testing, the State should establish as standard practice the use of classroom-based diagnostic assessments that specifically link to interventions aimed at enabling students to meet California’s academic standards and college entrance and placement requirements.** The State should continue the use of both criterion-referenced and norm-referenced tests that enable us to determine how well students as a whole are mastering the academic content required to be taught in compliance with state standards and that enable us to compare the achievement of California’s students with the achievement of students in other states.

Appropriate learning support cannot be provided effectively in a system that relies solely on norm-referenced tests to determine who needs support and the type of support needed, since such measures provide little substantive information about students’ academic strengths and gaps. Neither can support be provided effectively if the system delays that support until just before or after a student fails a ‘high stakes’ assessment that carries negative consequences for the student. Diagnostic assessments allow educators to pinpoint the specific assistance students require, and they point to interventions that best respond to particular learning needs. *Interventions must not be of the type traditionally used in remedial programs – for example, stand-alone programs focused on basic skills.* Rather, they should consist of additional time and instructional support in a curriculum that is matched to course standards and college preparatory courses.

We have reviewed staff analysis and other credible studies<sup>27</sup> and are convinced that measurement matters. Organizations can only manage what they frequently measure, and student learning is of such importance in our opinion that it must be better managed than available data indicate has been the case to date. Learning must not be left to chance nor can instructional strategies remain unfocused or focused on the wrong things. Unfortunately, emphases on high stakes tests that

---

<sup>27</sup> See The CEO Forum School Technology Readiness report, *Key Building Blocks for Student Achievement in the 21<sup>st</sup> Century*, (June 2000).

aim to invoke greater accountability in education have overshadowed the importance of classroom assessments to monitor student achievement and adjust instructional strategies. Classroom assessments are far more likely to be aligned with the curriculum being taught than are other standardized tests and, therefore, more useful as a tool for monitoring student progress and effectiveness of instruction, which is the essence of the education process.

We are aware of the number of tests to which public school students are exposed, particularly those that strive to meet the admissions requirements of highly competitive colleges and universities, hence our concern that the schools use tests that can serve multiple purposes whenever possible. We also understand the dangers of making high stakes judgments about students on the basis of a single norm-referenced test. Because we believe that assessment should first inform teachers and faculty of the learning support needed to promote the achievement of all students, and second be one of multiple measures that inform decisions about student progress, we further recommend:

**RECOMMENDATION 21.1 – The State should charge local districts with developing their own assessment systems for providing information about and guiding instruction of individual students.**

**RECOMMENDATION 21.2 – The State should encourage schools and postsecondary institutions to develop end-of-course assessments that can serve the dual purposes of measuring what a student has mastered at each grade level and of the student’s readiness to successfully undertake learning at the next grade level.**

**RECOMMENDATION 21.3 – Schools, colleges, and universities should use authentic assessments that measure students’ school accomplishments, including work samples and portfolio entries, in relevant academic subjects that would allow the student to move through a variety of coordinated delivery systems, regardless of the provider.**

## **RECOMMENDATION 22**

**California’s colleges and universities should work collaboratively to develop a means of assessing the learning of students enrolled in public postsecondary education.** Unlike the K-12 schools, postsecondary education has no commonly accepted academic content or skills that should be taught to all enrolled students. Yet, we believe there is, or at least should be, a value added to the lives of college-educated citizens beyond the economic benefits of higher lifetime earnings. All reputable colleges and universities require undergraduate students to complete general education requirements that can serve as a foundation for a consensus on a common body of knowledge and skills that should be taught to every undergraduate student. Based on existing requirements, it seems reasonable that these standards would include proficiency in oral and written communication, quantitative reasoning, critical thinking and problem solving, interpersonal skills, and democratic principles. We suggest skills in the application of



technology should be added to this list. Californians are no less interested in whether public education is working for all students when the focus shifts from public schools to public colleges and universities. Moreover, various segments of the state's economy are dependent on postsecondary education's doing an effective and efficient job of producing prospective employees with the skills needed by industry, particularly in our science and technology dominated fields.

We understand and appreciate the complexity and challenge of this recommendation, particularly given the differences in the missions that have been assigned to our three public sectors of postsecondary education and differences in the requirements of particular majors and program accrediting bodies. Staff analysis has also revealed several additional obstacles to the development of a system for assessment of student learning at the postsecondary education level. They include the following:

- Should each sector be permitted or encouraged to develop assessments aligned to its particular mission and student body, or should the State encourage use of a common assessment instrument for all sectors?
- Should a nationally-norm-referenced or a state-developed test be encouraged?
- Can any test or assessment instrument serve the dual purpose of informing continuous improvement in teaching and learning as well as state accountability? Should the focus be on certifying individual student achievement or on assessing institutional improvement?
- What are the cost implications of pursuing institution-specific, state-developed, or nationally-norm-referenced test options?
- How should differences in the selectivity of institutions be accounted for in any assessment system to measure student achievement? How should we differentiate that which students have learned over a lifetime from that which they have learned since enrollment?
- What incentives will need to be in place for students to take the test seriously, so that the results have meaning?

These are significant questions that deserve careful consideration by faculty and measurement experts. However, we consider them obstacles to be overcome rather than *prima facie* evidence that measuring student learning in postsecondary education is impossible. We have confidence that the expertise exists among our talented faculty to make significant progress in this area. California's taxpayers deserve nothing less than our best efforts.

### **Course Alignment and Articulation**

A cohesive system of education requires a coherent curriculum, with courses that are aligned with each other and in which course content at one level provides the foundation skills needed for success at the next level within the same discipline. California should set its sights on ensuring course alignment throughout its education system, from preschool through university, so that any student demonstrating mastery of course content offered by any education institution

has the confidence that s/he is ready to successfully take on learning at the next level. Substantial steps have been taken to achieve this goal within public schools with the adoption of common content standards. However, the initial curricular disjuncture occurs as children progress from pre-school to kindergarten when the standards for those two levels are not aligned, resulting in disruption for the student. Within K-12, there is still work to be done to ensure that all teachers are fully capable of teaching to the standards and have access to instructional materials that are aligned to them. In addition, the academic content in career technical courses at the high school level must be aligned with not only the content taught in more traditional academic courses, but also with the knowledge and skill sets desired by business and industry.

Course alignment and articulation at the postsecondary education level remain problematic. No mandate exists for academic content that should be taught to all students enrolled in postsecondary institutions. Faculty concurrence has been difficult to achieve on the comparability of courses taught at different institutions, even those intended to be transferable, in part because of differences in academic calendars and in part because of faculty commitment to the freedom to design courses in unique ways. Considerable improvement is needed in this area to ensure that students do not encounter avoidable problems that result in less, rather than more, efficient progress, as they elect to enroll in multiple institutions to achieve the educational goals they have set for themselves.

As a result of this non-concordance, a considerable amount of attention is given to improvement and expansion of specific course articulation between individual pairs of community colleges and baccalaureate degree-granting institutions, resulting in literally thousands of such agreements. A number of initiatives have been expanded to facilitate transfer or to assist students in navigating their way through the various articulation agreements that exist. This committee considers that these several efforts do more to meet needs of education providers than they do to facilitate simplicity and ease of transfer for students. Our focus on students leads us to recommend that the following actions be taken to better align and articulate courses:

### **RECOMMENDATION 23**

**Membership of the Intersegmental Committee of the Academic Senates (ICAS) should be augmented with faculty from California's K-12 schools. The resulting new K-12/postsecondary intersegmental faculty body should be charged with reviewing and recommending changes, if needed, in the alignment and coordination of curricula, assessment, admissions, and placement.** ICAS is a voluntary organization consisting of representatives of the academic senates of the three systems of public postsecondary education in California. ICAS has responsibility for initiating academic programs and policies that are intersegmental in nature, with specific attention to transfer issues, articulation, general education requirements, and educational quality. We believe California should take advantage of voluntary professional bodies such as ICAS to advance its vision of a cohesive, student-focused education system as a promising alternative to state-created entities with their attendant regulatory environment.

## **RECOMMENDATION 24**

**The Legislature should mandate the development of transparent and sustainable articulation and transfer processes to provide students with clear curriculum guidance on the transition between high school and college and between and among two- and four-year colleges and universities that avoids the complexity of campus-by-campus differentiation.** Historically, K-16 education institutions' collaboration has not been sufficient to result in aligned curriculum and academic content, admissions procedures, and expectations for students. One of the consequences is that students who manage to graduate from high school, even those among the top third of graduates in the state, are not adequately prepared for college. The high level of demand for remedial instruction in the CSU and UC serves as a graphic indicator of this misalignment in California. Most efforts in other states to develop alignment strategies have tried to pull together features of external systems, such as standards, assessment, curriculum, and teacher preparation.<sup>28</sup> The real problem is that different parts of the same system – elementary schools, middle schools, and high schools – seldom communicate with each other about educational goals and purposes.

The same relationship exists with respect to relationships between K-12 and postsecondary education systems. They operate independently of each other, each with their own governance and financing mechanisms, their own politics, goals, and objectives, and even institutional cultures. In California, where the admissions requirements of the CSU and UC have a significant influence on high school course offerings, little opportunity is afforded for postsecondary faculty and K-12 teachers to collaborate on better alignment of their respective educational goals, curricula, and assessments. We need to connect all levels of education if we are to smooth students' transition through their educational experience and adulthood.

Within our community college system, as noted previously, there is considerable activity underway to articulate courses between community colleges, CSU, UC, and independent colleges and universities. We again note our concern that these efforts seem to be more attentive to the needs of education providers than they are to the needs of students. Accordingly we offer the following additional recommendations:

**RECOMMENDATION 24.1 – The governing boards of the University of California, California State University, and California Community College system should establish an intersegmental group of faculty to devise system-wide articulation agreements that will enable students to transfer units between and among public colleges and universities in California.**

**RECOMMENDATION 24.2 – The University of California, California State University, and California Community College systems should establish an intersegmental group that includes faculty and students, to consider what steps need to be taken to establish a transfer Associate's degree, within the existing Associate degree unit requirements, the attainment of which will guarantee admission, and**

---

<sup>28</sup> National Commission on the High School Senior Year, *The Lost Opportunity of Senior Year: Finding a Better Way*, (January 2001).

**course transferability, to any CSU or UC campus for students successfully completing the transfer degree program.**

#### **RECOMMENDATION 25**

**Require the development of articulation processes to provide students with clear curricular and career guidance about the transition from high schools, colleges, and universities to employment.** Historically, collaboration among schools, colleges, and universities has been insufficient to ensure successful transition from formal education to employment. Arguably such collaboration has worked best for high school students enrolled in vocational education and postsecondary education students enrolled in professional graduate programs, and least well for students enrolled in traditional academic or liberal arts programs. High school graduates without specific career technical skills often find themselves in competition for low-wage jobs rather than career positions that place a monetary value on the cognitive skills that have been acquired by the time of graduation. This reality reflects a low perception of what high school graduates know and can do, a higher valuation of the utility of specific career technical skills as distinguished from academic knowledge, a need for more highly developed cognitive skills than are commonly taught in high schools, or some combination of the foregoing. With certain notable exceptions (like engineering, business, and computer sciences), the prospects for college graduates are only marginally better, with many bachelors degree recipients accepting positions that require little of the knowledge and skills they have acquired in college. Employers report that even among college graduates, they frequently have to provide additional education and training to ensure that new employees are able to fully carry out the responsibilities of their positions. A sobering reflection of the disjuncture between what education institutions provide to students and what employers require is the fact that business-sponsored education programs are now a multi-billion dollar enterprise nationally.

A common component of career technical programs in high schools and professional programs in postsecondary education institutions is the importance attached to creating structured linkages with related businesses/professions that enable students to build relationships with professionals in the field and develop an understanding of how specific knowledge and skills are applied in a real-world context. The growing emphases on career academies in high schools and service learning throughout all education sectors reflect the value of this connection. Rather than leaving such connections to the initiative of individual teachers and institutions, California should encourage all education institutions to forge ongoing relationships with business and articulate both curriculum and teaching strategies with business needs.

#### **Teacher and Faculty Preparation and Professional Development**

If the State of California is to fulfill its obligation to provide a high-quality education that enables students to prepare for entrance to and success in any public education institution, and successful transition to work, then postsecondary faculty and K-12 leaders must agree on the content knowledge and specific competencies required of teachers and faculty at the junctures of critical student transitions in the educational continuum. We have affirmed our commitment to

guarantee Californians access to qualified teachers and faculty as one of the essential components of a quality education. However, the diversity of Californians, their varied learning styles, new and emerging technology, revised approaches to instructional delivery, and other factors, such as expanded community partnerships, require that we carefully consider that which constitutes adequate preparation for teachers and faculty in order to ensure student achievement. We believe the following actions should be taken to ensure all teachers and faculty have the preparation and skills necessary to promote the achievement of all learners, including adult learners.

## **RECOMMENDATION 26**

**The State should support ongoing professional development of all staff in technology applications, to ensure they have the skills to help students develop the technology skills and knowledge needed for lifelong achievement and success.** Evidence has shown that when students are actively engaged in self-driven learning projects, they learn more and remember it longer. Organizing and supervising such projects has become increasingly challenging, if not impossible, for teachers at all levels, as they struggle to manage large classes. Technology transforms the learning environment, so that it is student-centered, problem and project centered, collaborative, communicative, customized, and productive. It provides a tool that enables teachers and faculty to support such activities far more efficiently than has been possible in the past. Software now allows students to change the parameters of an experiment in a virtual way – substantially enhancing an otherwise abstract and relatively impersonal class. Strategic use of technology simply can make learning far more interesting, even exciting, than what many students have encountered in their educational experience.<sup>29</sup>

For the advantages of technology to be realized for all students, it will be necessary to ensure that all students have ready access to computers, software, and the Internet, regardless of the school, college, or university in which they happen to be enrolled. The Commission on Technology in Learning is developing a plan that includes specific recommendations for providing students and teachers access to technology. This plan should serve as a foundation for the recommendations contained in this Master Plan. It will also be necessary to consistently communicate the basic assumption that all students (and teachers) are smart enough to learn to use technology effectively and to develop a common language to communicate high expectations: a way to communicate to each student that it is possible to get beyond any bar that has been set for him/her.<sup>30</sup> An additional advantage of technology is that it is non-judgmental; it does not communicate lowered expectations if a student fails to give a correct answer. It simply says, ‘go back, you made a mistake,’ and often encourages students to be even more focused the next time. This feature provides students with a built-in way to assess their own progress rather than being completely dependent on feedback from teachers – an effective way to engage them actively in their own learning. Technology can also provide significant benefits for special need students, including students with disabilities and low-achieving, special education, and gifted students.<sup>31</sup>

---

<sup>29</sup> Frank Newman and Jamie Scurry, “Online Technology Pushes Pedagogy to the Forefront,” *The Chronicle of Higher Education*, (July 2001).

<sup>30</sup> Rudy Crew, “Rudy Crew: Being Present,” in *Converge Magazine*, (July 2001).

<sup>31</sup> The CEO Forum, IBID.

It will not be enough to ensure that technology is available to students in schools throughout the state. Teachers must also have access to and be proficient in the use of the technology that is available to their students. The potential that technology holds for improving instruction, assessment, and learning cannot be realized if instructors do not know the range of available resources, how to use the technology to its fullest, or how to integrate it into the classroom and instruction. Success in integrating technology into instruction is influenced by the instructor's attitude and comfort level with technology application. The need for professional development changes as the teacher becomes a learner him/herself and becomes more sophisticated and interested in controlling how technology is used in the classroom. The benefits that teachers can realize by incorporating technology training in their professional development include:

- improved ability to meet student education expectations;
- improved professionalism;
- improved instructional practices;
- increased communication and collaboration; and
- improved efficiency and constructive time spent on administrative tasks.

#### **RECOMMENDATION 27**

**Responsibility for coordination of K–12 professional personnel development activities should be placed with the Office of the Governor.** Despite significant new initiatives and substantial new funding, the State does not have a visible and clearly identified structure in place to provide for effective coordination of professional personnel development programs. Currently, several state agencies have major responsibility for development of the professional education workforce. There should be a centralized mechanism through which the professional skills most closely correlated with effective teaching and learning are identified and communicated to all of California's education providers. This function would enable local districts and schools to assess these best practices against the strengths of their local workforce and to ensure that available professional development resources are used effectively. Such collaboration with a centralized coordinating office could also ensure that all teachers and faculty attain skills in:

- Contextualized instruction;
- Use of diagnostic assessments to modify instruction and identify learning support needs of students; and
- Early identification of developmental delays in young learners and learning disabilities of adult learners.

## Accountability for Learner Outcomes & Institutional Performance

Accountability can mean different things to different people and to the same people in different situations. A common occurrence is for people to agree about the importance of accountability, but to differ on how they envision the concept's being used in practice. Accountability is frequently limited to the acts of measuring, reporting, and responding to schools' and students' test scores. Once scores are reported, the schools or students are 'held accountable' through systems of rewards and sanctions, or perhaps simply publicity. Significantly, such accountability most often flows in a particular direction; students, and then their teachers and parents, are likely to be 'held accountable' by school boards, the State, or the public. There are few mechanisms for students, teachers, or families to use tests or other performance measures to hold anyone else accountable. The current statewide Academic Performance Index (API), the School Accountability Report Cards (SARC), and Intensive Intervention/Underperforming Schools Program (II/USP) are the state's first, imperfect steps toward a useful accountability system supporting education in California.

We believe California must move beyond this limited view of accountability, to a system of shared accountability in which improved learning results are tightly linked to improved conditions for learning. Systemic, shared accountability includes those things that the State and school districts do to *provide* high-quality education for all students as well as to *evaluate* school offerings and student performance. It focuses on the provision of high-quality education to all students.

Efforts to improve accountability in public education are complicated by overlapping responsibilities among local, regional, and state entities and a lack of alignment between the responsibilities assigned to various entities and the authority they have been provided to carry out those responsibilities. Every effort to solve the special problems that exist at different levels of our public education in isolation one from the other are met with a stubborn reality – that the problems are not soluble until education is understood as a unified process. How we structure and govern education is crucial to our commitment to infusing greater accountability in public education. We endeavor in this Plan to clarify what responsibilities should be assigned to what entities at the state, regional, and local levels.

On a daily basis, elected officials, agency heads, school district and campus academic leaders, professional educators and, most important of all, the citizens of California are being asked to pass judgment on a bewildering array of new educational initiatives without the comprehensive, reliable, flexibly arranged, easily accessible, and timely data needed to make informed judgments. California collects a considerable amount data on students, schools, and colleges, but these data better serve the need to meet various state and federal reporting requirements than to evaluate the quality and effectiveness of public and private education in fostering student achievement.

## **Shared Accountability**

An accountability system for California must be guided by valid, comprehensive, understandable, and regularly reported data on a set of indicators that permit useful, informed decisions and judgments about student learning and the conditions under which the students learn. Ultimately, adequate and well-advised support for public schools depends upon the public's will to shape California's educational and other policy priorities and to make wise investments on behalf of high-quality and equitable schooling. A system of multiple indicators for accountability and improvement is crucial to marshalling public will and to wise investments in the schooling that most benefits students and the state. To develop such a system of accountability for California, the State must be guided by the following principles:

- Testing may be a necessary part of an accountability system; however, testing does not equal accountability;
- Accountability systems increase the probability of, but do not guarantee, high-quality practice leading to positive outcomes;
- Effective accountability systems call attention to needs and direct resources for addressing those needs, rather than simply initiating punitive measures;
- Indicators, like test scores, are information for an accountability system; they are not the system itself;
- Tests can enhance or undermine learning and accountability, depending on what they measure, how they are used, and how they are administered; and
- Accountability occurs only when policy makers and education providers act on information in ways that create better opportunities and outcomes for individuals and groups of students.

We propose that educational indicators include both input and outcome measures. The reasons for the inclusion of input measures is that some aspects of schools – for example, the provision of minimally adequate and safe facilities, and access to a curriculum of sufficient breadth – should be considered basic requirements of all districts and basic rights of all students, whether or not they influence outcome measures. Outcome measures may therefore be insufficient to reflect compliance with these basic requirements and rights, and therefore input standards are needed as well.

We propose input standards of two types. The first, which we call *guidelines*, would be used as a model against which a district could compare its own expenditure choices. The elements in these guidelines would be based on the proposed Quality Education Model<sup>32</sup> that would generate funding levels in California. The second set of input standards would establish *minimum requirements* for all districts and schools, which they could not fall below under any conditions. The combination of *guidelines* and *minimum requirements* would therefore provide districts with flexibility in devising their priorities for spending, while also protecting students by establishing certain absolute minimum requirements.

---

<sup>32</sup> See our recommendations in the Affordability section of this Master Plan for a description of the Quality Education model.



To build this shared accountability system, we believe the following actions should be taken:

### **RECOMMENDATION 28**

**The State should establish a system of regularly reported indicators for K-12 accountability and improvement.** The State should develop and report yearly on a comprehensive set of educational indicators, constructed from the data provided by an integrated, longitudinal, learner-focused data system and from other school-level data about educational resources, conditions, and learning opportunities. Such indicators must be easy to understand and trusted as relevant. They must enable policymakers, professionals, families, and the public to monitor the status and quality of the educational system and provide information to guide the improvement of policy and practice.

Useful accountability systems monitor all levels (student, education personnel, school, district, state education agencies, legislature, and governor) of the educational system, and include appropriate indicators that measure the effectiveness of each level (PreK-16) in exercising its responsibilities. Consequently, the State's indicators should enable the public to hold policymakers and governing bodies accountable for providing the commitment, policy mechanisms, resources, and conditions necessary to a high-quality system of education, as well as to hold schools, educators, and students accountable for the outcomes that result. Additionally, the indicators should provide comprehensive information about all schools, not just about those that are low-performing. Although there are many exemplary schools, the State needs information about these schools just as it needs information about schools in which students are underserved. Finally, the indicators should permit analysis of opportunities and outcomes by racial, ethnic, linguistic, and gender populations, and among students assigned to various programs within schools. Given the intended purposes of these indicators, we further recommend the following:

**RECOMMENDATION 28.1 – The State should expand the K-12 Academic Performance Index (API) so that it includes graduation rates, grade promotion, and other indicators of outcomes, in addition to multiple measures of student achievement.**

**RECOMMENDATION 28.2 – The State should create and report a K-12 “Opportunities for Teaching and Learning Index” (OTL) that would parallel the API. This index will report schools’ performance regarding high-quality learning resources, conditions, and opportunities, based on standards that specify what government agencies – the State and school districts – must provide all schools. As with the API, the OTL should be reported in ways that permit statewide school comparisons, and comparisons with high- and average-performing schools.**

**RECOMMENDATION 28.3 – The State should collect appropriate and relevant data to assess the effectiveness of California’s programs for young children, and integrate these data collection and analysis efforts with the K-12 API and OTL efforts.**

**RECOMMENDATION 28.4 – The State should create benchmarks and criteria for prototype schools that will serve as desirable models of the goals every school is expected to achieve. The State should also collect and disseminate information about actual schools with effective programs and practices that promote student achievement.**

**RECOMMENDATION 28.5 – The State should further develop a long-term strategic plan for the meaningful use of accountability data and indicators by state and local policymakers, educators, and all Californians to determine the impact of programs and interventions designed to improve learning conditions and outcomes. The plan should also contain strategies for remedying identified inadequacies.**

**RECOMMENDATION 28.6 – The State should further develop a series of progressive interventions in K-12 that support low performing schools' efforts to build their organizational capacity, develop high-quality programs, and support student learning, particularly in schools of greatest need. The State should also develop a series of progressive rewards that recognize schools for high achievement.**

**RECOMMENDATION 28.7 – The accountability system must enable policymakers and the public to detect performance barriers beyond the level of the school, and distinguish carefully among actors or agencies primarily causing them. At a minimum, the State should measure, report, and use all performance and OTL indicators at the state and district levels, as well as at the school level, and develop mechanisms to hold state agencies and districts directly accountable for their schools' performance.**

**RECOMMENDATION 28.8 – The State should establish a consistent and straightforward way for local schools to describe their expenditure and programmatic decisions, to compare them with the state's guidelines, minimum standards, and outcome goals, and to clarify the trade-offs implicit in budget decisions.**

#### **RECOMMENDATION 29**

**Adult continuing education course standards should be expanded to include student performance measures such as those developed by the National Skill Standards Board, the Secretary's Commission on Achieving Necessary Skills (SCANS), and Equipped for the Future.** Currently there are state-approved model standards for five of the nine existing categories of noncredit and adult education. The established standards support programs in English as a Second Language, Adult Elementary and Secondary Skills, Parent Education, Older Adult, and Adults with Disabilities programs. With the exception of those for the Adults with Disabilities category, the standards are now being reviewed and updated by providers of adult education services. If the program categories are revised to include an emphasis on workforce learning, these standards should be expanded to include student performance measures such as those developed by the National Skills Standards Board, SCANS, and Equipped for the Future. To promote meeting these multiple standards for adult education, we further recommend:

**RECOMMENDATION 29.1 - The State should support an accountability system for adult education students, based on the foregoing standards, that emphasizes student performance and rewarding institutions for improving student achievement.**

### **RECOMMENDATION 30**

**The State should bring postsecondary education into an integrated accountability system by developing a set of accountability indicators that are consistent with state policy objectives and institutional missions and that would monitor quality and equity in access and achievement of all students in common academic content areas. All public, independent, and private institutions should be required to participate in the reporting of these accountability indicators as a condition of receiving state moneys either through direct appropriation or student financial aid.** The principle of accountability should apply at both the K-12 and postsecondary levels, although the particulars of accountability must differ for the two levels. While elementary and secondary standards work toward a set of knowledge and skills common to all students, postsecondary certificate and degree programs are based on student specialization in particular disciplines, so that multiple measures must be developed to address the various specializations. All postsecondary education institutions require their undergraduates to complete a common set of general education courses, which could serve as a foundation for accountability in common content areas. Postsecondary institutions should determine additional measures of accountability for undergraduate major and graduate subject matter areas, for which their respective faculty establish competencies.

Efforts to bring the postsecondary segments into an integrated accountability system should move beyond the input measures traditionally used for accreditation and other purposes, measuring more fully the student and institutional *outcomes* that reflect State and institutional priorities. They should provide information that: assists consumers in making informed decisions on accessing postsecondary education; assists policy-makers in determining state policy and fiscal investment decisions; and assists institutions in their efforts to achieve continuous improvement. An expanded accountability system should build on the initial accountability mechanisms that California already has put in place under the aegis of the Community Colleges Partnership for Excellence and the UC and CSU Partnership models. These models document enrollment, successful course completion, advancement to the next academic level within basic skill disciplines, workforce preparation, degree and certificate attainment, and the achievement of university transfer. In this regard, we further recommend:

**RECOMMENDATION 30.1 – The State’s accountability framework for postsecondary education should be improved by modification and expansion of the ‘partnership’ budget approach, currently applied to UC and CSU, to include all postsecondary education, clarify the link between performance and funding, and adopt realistic alternatives for times of revenue downturns.**

**RECOMMENDATION 30.2 – The State should specify the set of indicators of student and institutional performance on which public colleges and universities must provide data annually, along with an implementation timeline.**

## **Governance - Aligning Responsibilities, Authority, and Accountability**

### **K-12 Education**

The structure of California's state-level governance of K-12 public education is one that has no clear lines of accountability due to multiple entities having overlapping responsibilities. Key players in the governance of the public schools include: (1) the Governor, who appoints all members of the State Board of Education, promulgates an annual budget that sets forth priorities for education, and nearly always is the final arbiter of differences of opinion about education policy due to his line-item veto authority; (2) the State Board of Education, which is by law the policy setting body for public schools but which has very little staff of its own; (3) the Superintendent of Public Instruction, who is an elected constitutional officer and manages the Department of Education (CDE) staff, but has little policy-setting authority; and (4) the Secretary for Education, originally created by former Governor Wilson in 1991 by executive order as the Secretary for Child Development and Education, with a small complement of staff whose duties are largely duplicative of those in the Department of Education. The Secretary for Education position has never been formally created in statute. With one exception, every significant state-level review of K-12 accountability has recommended that the office of Superintendent of Public Instruction be made appointive, but the State – either through action by its representative government or direct vote of the electorate – has been unwilling to act to implement that recommendation. From the evidence presented to the committee we are convinced that accountability can be substantially increased by aligning the operations of the State Board of Education and Department of Education with the Governor, without the need to eliminate the elective position of Superintendent of Public Instruction. We therefore recommend:

### **RECOMMENDATION 31**

**Authority over the operations of California's K-12 public education system at large, and ultimate responsibility for the delivery of education to California's K-12 public education students in particular, should both reside within the Office of the Governor. The Office of the Governor should have authority to carry out the following functions, as assigned to its various sub-entities by the Governor:**

- **Apportion resources to schools to support teaching and learning, pursuant to statutory and budgetary direction;**
- **Manage the state financial accountability program and school district audit reviews;**
- **Establish learning expectations for students and a process for periodic review and modification of these expectations;**
- **Adopt K-8 textbooks (a function constitutionally assigned to the State Board of Education);**
- **Establish standards for early childhood education and for its alignment with K-12 schools;**

- **Administer school improvement programs; and**
- **Promote an understanding of effective uses of data to improve student learning.**

Considerable attention was given to the linkage between the K-12 management function, currently residing in the Department of Education – which is under the direction of an independently elected Superintendent of Public Instruction – and the Office of the Governor. We view this linkage as essential, since the Department of Education is responsible for so many crucial education delivery functions, and since failure to perform those functions or to perform them satisfactorily has led more often to assigning blame between the Superintendent of Public Instruction and the Governor than to remedy for the failure. Our concern for assuring equitable opportunities for learning and achievement of all students requires that lines of accountability lead clearly to the Governor. To further clarify structures, roles, and responsibilities, we also recommend:

**RECOMMENDATION 31.1 – The Governor should appoint a cabinet-level Chief Education Officer, to carry out, on behalf of the Governor, all State-level operations, management, and programmatic functions, and to serve as the Director of the Department of Education.**

**RECOMMENDATION 31.2 – The Governor should continue to appoint, with the consent of the State Senate, the State Board of Education. The Board’s members should be drawn from and represent distinct geographical regions, and the functions of the State Board should be limited to state governance and policy matters.**

**RECOMMENDATION 31.3 – Once management of the California Department of Education has been transferred to the Governor’s office, the separate executive director and staff of the State Board within the Department of Education should be eliminated.**

### **RECOMMENDATION 32**

**The Superintendent of Public Instruction should remain an elected position and serve in the role of a State inspector general for public education by exercising the following functions related to accountability in California’s K-12 education system:**

- **Provide and manage a comprehensive accountability system of student and institutional measurement, to include measurement of the inputs, outputs, quality of information, and governance/policy instruments that aim to ensure adequate and equitable provision of education;**
- **Monitor the impact of state policy on the success of local K-12 programs in fostering student achievement;**
- **Monitor the implementation of state and federal programs to ensure that they meet the needs of all targeted students;**
- **Report on accountability measures to the general public, the Legislature, and the Governor;**

- **Serve as an advisor to the Legislature and the Governor and as an advocate to promote the State's Master Plan for Education and system accountability; and**
- **Act as the independent spokesperson of California's populace, and of students in particular, in public discourse on educational issues.**

The committee carefully considered testimony and staff analysis regarding reasons to retain a publicly elected Superintendent for Public Instruction (SPI), while transferring responsibility for the delivery of education to the Office of the Governor, and the roles that have been exercised by past incumbents in this position. We are convinced that a healthy and complementary relationship can exist between the Governor's Office and a Superintendent with a newly defined set of focused responsibilities that will benefit all public school children. Hence, we recommend assignment of 'inspector general-like' functions to the SPI position that will enable the SPI to provide an independent and informed voice on behalf of students and their families in the annual budget and legislative deliberations that affect public schools.

### **RECOMMENDATION 33**

**Intermediate level educational services should be provided through regional entities, where appropriate. The State should initiate a state-level inquiry to examine the best ways to accomplish consolidation of county offices into regional entities and to organize their services to meet current and emerging district and regional needs, including fiscal oversight and management and administrative assistance. The inquiry should also examine the feasibility of having regional entities monitor, on behalf of the State, district compliance with certain state quality standards. Based on the findings of this inquiry, the Master Plan should be amended to incorporate the recommended course of action.** California's public school system is too large and complex to be effectively managed centrally at the state level. This fact is implicit in the constitutional provision of county offices of education in each of California's 58 counties. The committee concurs that there are local needs that are best met and oversight functions that are best carried out at a level that is not defined by the broad perspective of the State, nor the more parochial perspectives of local districts. However, we also believe that some counties and local districts are either too small or too large to discharge their responsibilities effectively and efficiently.

In the experiences of many, county offices of education provide a set of services that are valued by local school districts. Many provide educational services that would otherwise not be available to students or schools due to small size and California's funding mechanism, which does not generate sufficient funding for small districts to directly provide these services. Larger districts have developed internal capacities that obviate the need for county offices to do much more than review annual budgets and hear appeals of district expulsion decisions. Increasingly, the cost of maintaining a county office of education in every county in the state must be critically examined for cost effectiveness and the potential advantages of consolidation into a reduced number of regions. In addition, the specific responsibilities assigned to county/regional offices of education should be examined for sufficiency and to consider the extent to which they might be instrumental in the state's effort to ensure that all schools and districts meet minimum standards for a high quality education. County/regional offices are much better positioned to monitor compliance with state minimum standards than is a single state entity.

### **RECOMMENDATION 34**

**Local school district governing boards should be assigned administrative authority, a set of management responsibilities, and limited revenue generation authority to enable them to effectively operate schools that are responsive both to state-level standards and policy priorities and to local community needs. These responsibilities should include the following:**

- **Develop and adopt district policy on how best to implement goals of the state K-12 system as a whole within the local context;**
- **Recruit/select highly qualified individuals for senior leadership positions;**
- **Oversee all district management operations, with emphasis on maintenance of fiscal integrity;**
- **Allocate available resources within the district so as to balance baseline equity—appropriately staffed, safe, clean, and decent schools for all students—with targeted additional resources for low-performing schools;**
- **Focus on ways to foster embedded staff development activities that are responsive to local circumstances, within staff’s larger pattern of conventional responsibilities and expertise;**
- **Collaborate and seek sustained positive partnerships with other non-education elements of local government and with community organizations.**

**With particular regard to middle and secondary grades:**

- **Maintain constant institutional emphasis on locally tailored efforts to achieve and maintain high rates of pupil attendance;**
- **Seek close communication and working relationships with local employers and post-secondary education institutions.**

Local communities have long been supportive of having the opportunity to contribute to the policy development and operations of neighborhood schools. Hence, control of the public schools through locally elected school boards is strongly supported throughout the state. Evidence and testimony reviewed by this committee reveal numerous local school districts that are operating efficiently and effectively in promoting the achievement of students. Unfortunately, we have also received testimony and data that indicate too many schools and school districts have not been as effective in promoting student achievement as California needs them to be. This unevenness in school/district performance is of great concern to the committee. We believe that some of it can be addressed by assigning a set of responsibilities and authority to local school boards that are clear and aligned with the goals California has set for its public education system as a whole. The foregoing list highlights those responsibilities we believe to be among the most important to successful implementation of this Plan.

### **RECOMMENDATION 35**

**To enhance efficiency and educational effectiveness of public schools, the smallest one-third of public school districts, as defined by Average Daily Attendance (ADA), should be eliminated through locally-determined consolidation and/or unification within a prescribed time period. The State should initiate an examination of effective incentives to encourage remaining school districts to adopt a unified K-12 district structure. Based on this inquiry, the State should provide the recommended incentives for all school districts to adopt**

**unified structures throughout the state.** There is a great deal of support for small schools, and we have heard compelling testimony about how well local schools and school boards work together in some areas of the state. We have also learned that positive collaboration between schools and school boards is not restricted to small districts. A major concern of the committee is structural arrangements within our public schools that perpetuate ‘silo’ approaches to education delivery rather than the more aligned and collaborative approach we advocate. We believe our vision of a cohesive system of schools, colleges, and universities requires that we advocate for unified school districts throughout the state and provide incentives for local communities to embrace this concept in the organization of their local schools. It also reinforces the goal of achieving course alignment and articulation across grade levels. In addition, providing high quality education is a costly undertaking, and the State is well advised to seek cost efficiencies wherever possible so as to be able to meet its obligations to adequately fund teaching and learning activities.

### **RECOMMENDATION 36**

**Unified school districts should be given the opportunity to exercise a degree of firmly established local control, protected from encroachment by state laws, through an amendment to the state constitution permitting those districts to adopt limited “home rule” authority by votes of their electorates in a manner similar to that long authorized in the constitution for cities and counties.** Although local control is strongly favored politically, the Legislature nevertheless can and does frequently create new laws controlling various matters that had until then been matters of local discretion. A constitutional “home rule” provision for school districts could limit that problem, but to have a chance of success it would have to very carefully spell out a limited set of matters which districts could control. To avoid legal confusion that might result from different “home rule” ordinances on the same subject matter in districts with overlapping boundaries, the “home rule” authority would also have to be limited to unified districts – but could then function as an incentive to unification. Additionally, any new local taxation authority (see Recommendation 37) could logically be restricted to “home rule” districts, since implementation of the “home rule” authority would require a vote of the people in and of itself.

## **Postsecondary Education**

For the past 42 years, California’s postsecondary education enterprise has been guided by the *Master Plan for Higher Education*, which differentiated the missions to be pursued by each public college and university system, defined the pools from which they would select their freshman population, and established a mechanism for coordination, planning, and policy development. We have reviewed the performance of each of the governing boards and have heard testimony about the relative strengths and weaknesses of each. A particular concern of the Joint Committee is the incomplete information available on institution and system performance and student achievement. We believe all three public postsecondary education systems should be **required** to participate in data collection specified by the state for evaluating the performance of education institutions. While the Joint Committee has some concerns about the responsiveness of the Board of Regents – especially with respect to its reluctance to provide some of the data



necessary to enable the State to conduct effective long-range planning, as well as its resistance to engage in applied research that is responsive to State priorities – we find no compelling reason to alter the powers, responsibilities or structure of the Regents as specified in the California constitution. Similarly, we believe that the structure, powers, and responsibilities of the Trustees of the California State University are not in need of modification at this time. However, we believe the Board of Governors for the California Community Colleges requires modification to elevate its powers, structure, and responsibilities commensurate with that assigned to the CSU Board of Trustees. Our recommendation in this regard is provided below.

California also has an extensive array of regionally accredited not-for-profit independent colleges and universities that make a substantial contribution to meeting the postsecondary education needs of Californians. They should continue to be considered a vital part of California's education system. In addition, California provides state approval to approximately 230 unaccredited, private, degree-granting institutions and nearly 2,500 private postsecondary vocational schools in the state. These institutions have been separately regulated and operate apart from California's education system. We believe both sets of non-public institutions should be explicitly incorporated into California's vision for a student focused education system and subject to similar expectations for quality and measures of student achievement. We offer the following recommendations to achieve this end.

### **RECOMMENDATION 37**

**The California Community College Board of Governors should be reconstituted as a public trust responsible for overall governance, setting system policy priorities, budget advocacy, and accountability for a multi-campus system.** The California Community College system has suffered from fragmentation for decades stemming from governance responsibilities' having been assigned by statute to local boards of trustees, now 72 in number, and designation of the California Community Colleges Chancellor's Office as a state agency, subject to oversight by a variety of other state agencies. In addition to personnel salaries and actions being subject to approval by the Department of General Services, the State Personnel Board, and the Governor (in the case of senior staff appointments), policy priorities adopted by the Board of Governors cannot be enforced without triggering the state mandates clause of the California constitution – effectively neutralizing the Board of Governors' ability to govern the system. The result is highly unequal performance and highly unequal opportunities to learn afforded to students enrolled in community colleges throughout the state.

The community college system, to be effective, needs a clear statement of functions and authority for the Board of Governors and the local boards of trustees. This assignment of respective functions should clarify that it is the responsibility of the Board of Governors to ensure the performance of such duties as system governance, establishing statewide policy, negotiating funding, managing, and setting accountability standards for all the colleges collectively. The committee is also concerned about the number and size of local districts, both in terms of capacity to maintain quality teaching and learning opportunities for all students and the containment of costs of administrative oversight of the colleges. To address these concerns, we offer the following additional recommendations:

**RECOMMENDATION 37.1 – The membership of the Board of Governors should be modified to include the Governor, the Superintendent of Public Instruction, the President Pro-tempore of the Senate, and the Speaker of the Assembly.**

**RECOMMENDATION 37.2 - The responsibilities of the California Community College Board of Governors should be defined as the following:**

- Exercise general supervision over, and coordination of, the local community college districts;
- Provide leadership and direction through research and planning;
- Establish minimum conditions and standards for all districts to receive state support and to function within the system;
- Establish specific accountability measures and assure evaluation of district performance based on those measures;
- Approve courses of instruction and educational programs that meet local, regional, and state needs;
- Administer state operational and capital outlay support programs;
- Adopt a proposed system budget and allocation process;
- Ensure system-wide articulation with other segments of education; and
- Represent the districts before state and national legislative and executive agencies.

**RECOMMENDATION 37.3 - The responsibilities of the California Community College local boards of trustees should be defined as the following:**

- Establish, maintain, and oversee the colleges within each district;
- Assure each district meets the minimum conditions and standards established by the Board of Governors;
- Establish policies for local academic, operations, and facilities planning to assure accomplishment of the statutory mission within conditions and standards established by the Board of Governors;
- Adopt local district budgets;
- Oversee the procurement and management of property;
- Establish policies governing student conduct; and
- Establish policies to guide new course development, course revision/deletion, and curricular quality.

**RECOMMENDATION 37.4 - The CCC Board of Governors should have the same degree of flexibility and authority as that of CSU/UC, including the authority to appoint/approve senior staff of the Board of Governors.**

**RECOMMENDATION 37.5 - A state assessment should be conducted on the value of and need for restructuring of local districts, with attention to the size and number of colleges in a district, as well as the scope of authority that should be assigned to each district. Should this assessment find restructuring valuable and desirable, incentives should be provided to encourage restructuring.**

## Preschool-University

### **RECOMMENDATION 38**

**The State should direct the California Community Colleges and California Department of Education to collaborate in developing a transition plan to consolidate administrative oversight for adult education within the community college system and should submit that plan to the Legislature for adoption.** We have reviewed staff analysis and testimony from adult education providers and remain concerned about California's ability to achieve the desired level of accountability while administrative responsibility remains bifurcated. We believe there is merit to locating administrative oversight for adult education with the community colleges. There is no statutory requirement for adults to attend adult schools – it is an entirely voluntary undertaking – therefore, there exists a structural disjuncture between the K-12 education system and adult education. Community colleges have been structured to provide educational and training services to adults who voluntarily seek to improve themselves and their future prospects. Their mission includes workforce preparation as well as basic skills and citizenship training. They are accordingly well positioned to provide effective oversight of this valuable component of our educational delivery system and are experienced in locating services in community locations convenient to the adults who seek and can benefit from them. The relocation of administrative responsibility for adult education would not require that all services be delivered through community college sites. Indeed, we believe it would be wise to continue utilizing current venues for delivery of adult education services and contracting, where necessary, to continue delivery of adult education services without significant disruption from the administrative change.

### **RECOMMENDATION 39**

**The Legislature should replace the California Postsecondary Education Commission (CPEC) with a new California Education Commission (CEC). The CEC should have as its primary functions:**

- **Providing policy and fiscal advice, based on data analysis, that represents the public interest in California's education system, pre-kindergarten through university;**
- **Approving postsecondary education programs for public and state-approved private postsecondary degree-granting institutions; and**
- **Reviewing and approving new public campuses**

We strongly reaffirm the vital importance of statewide planning and coordination of California's multiple sectors of education – the functions which CPEC was created to perform, following the 1973-74 review of the *Master Plan for Higher Education*. Maintaining a separate commission on postsecondary education and creating a distinct one for K-12 schools and pre-school would be inconsistent with our vision of a cohesive system of education and the need to be attentive to cost effectiveness; we believe that a single entity should be established with responsibility for all levels of education. Additionally, witnesses testified that a structural conflict exists when a single entity is responsible both for coordination, which requires candid exchange of critical information, and for planning, for which the entity can, and perhaps should, use that information to the detriment of its providers. The result of that conflict has been demonstrated in at least

limited instances by the withholding of information necessary for either effective state planning or coordination. CPEC has also been stymied in its role as coordinator of postsecondary education, largely because it does not have the authority or capacity to carry out the many responsibilities assigned to it by law, and, to a lesser extent, because its composition brings too many vested interests together to govern themselves. Accordingly, we further recommend:

**RECOMMENDATION 39.1 – The membership of the California Education Commission should consist of nine lay representatives appointed equally by the Governor, the Speaker of the Assembly, and the President Pro-tempore of the Senate.**

**RECOMMENDATION 39.2 – The California Education Commission should be vested with sufficient authority to obtain from all education and state entities the data necessary to perform short- and long-range planning to inform education policy and fiscal decision-making by the Legislature and the Governor.**

#### **RECOMMENDATION 40**

**The responsibility for coordination of California’s education system, preschool through university, should be assigned to the Office of the Governor.** Lack of coordination among the State’s multiple education agencies is the largest systemic governance problem in California. Coordination is necessary not only among the postsecondary segments, but between K-12 and postsecondary education, as well as between preschool and K-12. To ensure that this coordination function will be carried out, it should be placed in the office having ultimate accountability for and the greatest power over multiple segments; as discussed previously, that office is the Governor’s.

#### **RECOMMENDATION 41**

**The State should designate an objective, independent entity as the statewide education data repository and charge it with sole responsibility for gathering and maintaining the comprehensive data for all of California’s education system, preschool through university.** The development of rational public policy for education requires the availability of data on which to base judgments of program effectiveness, policy and fiscal needs, demographic data, and other critical information. These data should incorporate, but not be limited to, student, personnel, facilities, and instructional materials information. California’s many agencies currently gather and maintain significant amounts of data related to education, but their data collection efforts are fragmented; often data on similar elements are gathered pursuant to differing data standards, such that the information cannot be integrated in a manner that can serve public policy interests. We believe these many data can enable a complete understanding of the current and anticipated conditions of our education system only if they are gathered pursuant to common standards and maintained comprehensively within a single entity. The objectivity of this entity should be maintained by assigning it only the gathering and maintenance functions necessary to serve as a repository, and assigning it *no* functions related to the use or analysis of data. Staff analysis and testimony received by the committee affirm the need for an independent entity to be assigned responsibility for data collection and maintenance but cast

doubt upon the ability of any existing entity to assume this responsibility, due to perceived conflicts of functions in each of those entities.

#### **RECOMMENDATION 42**

**All oversight of state-approved and accredited private colleges and universities offering academic degrees at the associate of arts level or higher should be transferred from the Department of Consumer Affairs to the California Education Commission, to ensure the quality and integrity of degrees awarded under the auspices of the State of California.** California has an enviable reputation for the quality of its regionally accredited public and independent colleges and universities. That reputation for quality does not extend to the private, non-accredited sector, a fact that led to enactment of the Private Postsecondary and Vocational Education Act in 1989. One of the explicit goals of that legislation was to rid California of the unwanted title of “Diploma Mill Capital” of the country. Substantial progress was made in establishing the credibility of this sector under the Council for Private Postsecondary and Vocational Education, established by the Act as the oversight agency. Reauthorization of this legislation in 1998 transferred this responsibility to a newly created Bureau of Private Postsecondary and Vocational Education, in the Department of Consumer Affairs. We are concerned that this change has once again called into question the integrity of degrees offered by this set of institutions and, equally important, further frustrates the ambitions of students who seek to move between these institutions and regionally accredited public and independent institutions. Moreover, the Governor has proposed that vocational and workforce preparation programs should be consolidated to achieve greater coordination and common standards for assessing performance. We believe there is merit to further consideration of this proposal and therefore suggest no change at this time for unaccredited vocational schools. Accordingly, we offer the following additional recommendations:

**RECOMMENDATION 42.1 – Degrees offered by state-approved and accredited private colleges and universities should be subject to the same program approval process used to review and approve new programs proposed by public colleges and universities.**

**RECOMMENDATION 42.2 – The California Education Commission should develop standards to promote articulation, when appropriate, and to foster collaborative shared use of facilities and instructional equipment between state-approved private colleges and universities awarding academic degrees and regionally accredited public and independent colleges and universities.**

**RECOMMENDATION 42.3 – State-approved and accredited private colleges and universities should be prohibited from representing themselves as awarding academic degrees within the State of California unless their degree programs have been approved by the California Education Commission, or are otherwise exempt.**

**RECOMMENDATION 42.4 – The California Education Commission should be designated as the State approval agency for veterans' institutions and veterans' courses, and should have the same powers as are currently conferred on the**

**Director of Education by Section 12090 et seq. of the Education Code, to enter into agreements and cooperate with the United States Department of Veterans Affairs, or any other federal agency, regarding approval of courses, and to approve and supervise institutions that offer courses to veterans.**

## Affordability of a High Quality Education System

Funding for the basic K-12 educational program in California currently is distributed to districts in amounts that are similar for each student in the state, despite the fact that the costs of the educational services received by individual students vary significantly because the needs of individual students also vary significantly. Districts receive an amount for each student that reflects an average of the costs of education across many students. Moreover, the amounts allocated to districts are derived from a base level of funding allocated at a set historical point in time, rather than from any calculation of the actual costs of education, then or now.

This Master Plan envisions a fundamental change from a traditional focus of California's K-12 financing system on equality of funding – assuring that the majority of schools receive similar dollar amounts per student – to one of adequacy, in which the essential components (personnel, materials, equipment, and facilities) necessary for an exemplary education are identified and provided. With this foundation of adequate resources for a high quality education, schools and students would be truly accountable for meeting established standards of achievement.

Funding for postsecondary education, like that for K-12 education, is distributed in amounts that are similar for each full-time-equivalent (FTE) student enrolled in each public system, although the amounts vary significantly by system. State appropriations for public colleges and universities, for the most part, do not recognize the cost differences of different disciplinary programs, the costs of responding to varied student learning support needs, or the cost differences associated with format (lecture, lab, seminar, etc.) and level (lower division, upper division, or graduate) of instructional delivery.<sup>33</sup> Because enrollment in postsecondary education is a privilege afforded by statute and not a constitutional guarantee, the State does not strive to meet the full costs of operations for public colleges and universities. A portion of the costs of operations for colleges and universities is met from federal and private grant funds and another portion is met from fees charged to students. The State has a significant influence on the fees that are charged to students enrolling in public colleges and universities and, therefore, on the perceived accessibility of postsecondary enrollment by California's least advantaged learners.

The committee continues to support the goals embodied in the 1960 *Master Plan for Higher Education*, which promoted broad access, affordability, and choice for Californians. When this historical perspective is coupled with our emphasis on promoting student achievement at all education levels in the state, we believe that this Master Plan should seek to establish a financing system for postsecondary education that supports the goals of (1) Access (2) Affordability; (3) Choice; (4) Quality; (5) Efficiency; (6) Cooperation; (7) Accountability; and (8) Shared Responsibility.<sup>34</sup>

Funding for the programs and services needed to foster school readiness in every child comes from a myriad of state and federal sources and is not easily reduced to an allocation formula per

---

<sup>33</sup> State appropriations have averaged the cost differences of high-cost programs like nursing into the per FTE appropriations for each system. It also builds in cost differences associated with the different missions assigned to the CCC, CSU, and UC.

<sup>34</sup> See recommendations contained in the final report of the Joint Committee's Working Group on Postsecondary Education Finance for further rationale for these financing goals.

child. In many cases little or no public resources are expended on developing the readiness of young children; in other cases, considerable funds are expended. This Master Plan envisions consolidating multiple funding streams to improve the adequacy of funding to ensure that all parents and families have access to the services that will enable them help their children become ready to learn upon enrollment in formal schooling.

## **K-12 Education**

California's current K-12 finance structure is complex and highly restrictive in its determination of both revenue generation and expenditures. The State appropriates a substantial portion of district revenues for specific purposes and in doing so encumbers districts with multiple requirements on how those funds may be used. The result of this longstanding pattern is a byzantine structure of education finance, including many dozens of specifically targeted budget appropriations, that impedes educators' flexibility to meet the comprehensive needs of individual students (to whom those funds are targeted). Moreover, the complexity of this structure precludes community members at large from understanding how their schools are funded, thereby eroding their capacity to support their schools and divorcing them from school decision-making. We therefore believe that simplification of the K-12 finance system should be an objective of this Master Plan. To achieve simplification, it is essential that the K-12 finance structure be understandable by parents, educators, policymakers, and the general public; and it must be aligned with the instructional, governance, and accountability structures of the public school system.

### **RECOMMENDATION 43**

**The Legislature should direct the development of a California Quality Education Model, to be consistent with the parameters set forth in this Plan, and use that model to determine an adequate level of funding necessary to support a high quality education for every student enrolled in public school. In furtherance of this recommendation, we urge the Legislature to establish a thirteen member Quality Education Commission, consisting of business, parent, and education community leaders from throughout the state.** Replacing the existing school finance model would provide the Legislature with the critical education components, related resources, and corresponding level of funding needed to provide the opportunity for every student to obtain a quality education based upon rigorous state standards. This information will allow the Legislature to make more informed annual budgetary decisions about the level of resources available for education, and how those resources can be allocated to foster a world-class education system. It will also provide the beginnings of a meaningful context for shared accountability within a framework of flexible local control over the use of educational resources.

The Commission's work and the Quality Education Model should reflect the policy goals and structure of this Master Plan. The Commission should be authorized to convene and consult expert panels for advice relating to research-based best practices that are most associated with high student achievement. The Commission should assure that the substance of the model fairly captures the diversity of California. To ensure timely implementation of this action and its future appropriateness for California, we also recommend the following actions:



**RECOMMENDATION 43.1 – Within twelve months of its formation, the commission should submit its final report, encompassing the prototype model and the commission’s findings and recommendations, to the Legislature and Governor. The Legislature should adopt the model as the basis for determining K-12 education funding for California.**

**RECOMMENDATION 43.2 – The Quality Education Commission should continuously monitor, evaluate, and refine the Quality Education Model, as appropriate, to ensure that its implementation provides adequate funding for high quality education for all students at all schools.**

#### **RECOMMENDATION 44**

**The Legislature should limit adjustments to the adequate base of funding to three types of categorical funding to reflect differences from the prototypes used in the Quality Education model.** Categorical programs provide resources to accommodate differences in student needs, to meet selected state policy goals, and to spur reforms in the delivery of educational services. The committee supports *appropriate* categorical programs and the purposes they serve, with the caveat that they should not be used to circumvent the intent of adopting a quality education model for financing public schools. California is a very diverse state, and that diversity signals differences that must be addressed by targeting funds to selected districts and students. Further, the courts have affirmed the appropriateness of promulgating differences in funding based on students’ needs. To forestall further proliferation of categorical funding, base funding adjustments should be limited to those which accommodate: district characteristics that are not under the districts’ control; a limited set of student characteristics; and short-term initiatives. Therefore, we further recommend:

**RECOMMENDATION 44.1 – The State should develop a K-12 school finance system that recognizes a limited set of differential costs, primarily geographic in nature, that are not under the control or influence of school districts, by establishing a *District Characteristic* adjustment.<sup>35</sup> The additional revenue provided to school districts in recognition of these uncontrollable cost factors would result in similar overall levels of real resources.**

**RECOMMENDATION 44.2 – The State should include in the K-12 school financing system block grants for allocation to school districts on the basis of *Student Characteristics* that mark a need for additional educational resources. Further, we strongly suggest that the adjustments in this category be limited to additional funding for special education, services for English language learners, and resources provided in recognition of the correlation of family income level with student achievement. New programs in these areas should be tested and implemented through an initiative process, described as follows.**

---

<sup>35</sup> District characteristic adjustments are intended to address such needs as transportation and weather challenges resulting from the geographic locations of school districts, rather than differences in the cost of living in different areas of the state.

**RECOMMENDATION 44.3 – The State should establish a category of grants that would be clearly identified as *Initiatives*. These initiatives should be limited in duration, and serve one of two purposes:**

- **Pilot and evaluate proposed new programs before they are implemented statewide. Once such a program were implemented statewide, the funding for it would be consolidated into the base funding for schools, or one of the two major categories of adjustments – student characteristic and district characteristic.**
- **Meet immediate, but temporary, needs for additional funding targeted to specific districts to mitigate the effects of transitory, but possibly unforeseen, shocks to the instructional program. For example, funding provided for programs specifically targeted to reduce the number of emergency permit teachers would be a high priority, but presumably time-limited, effort.**

#### **RECOMMENDATION 45**

**The State should provide local school districts with options for generating revenue locally to supplement their adequate funding base, and should provide local community college districts the same options for generating revenue locally.** Historically, local communities provided the majority of school funding through locally generated revenue streams. Subsequent to the passage of Proposition 13, in 1978, the State has assumed the role of providing the majority of school funding. Today, nearly 30 percent of public school funding still comes from local sources, and we believe that local communities should still share in this level of revenue generation to support an adequate base of education funding.

We believe that school and community college district governing boards could be more responsive to local educational needs, and could be held more accountable by local electorates for programmatic decisions, if they were able to generate revenues locally to supplement their adequate funding base. Districts currently have very limited ability to raise revenues locally. The bulk of ‘local’ revenue in the current financing system comes from the property tax, and property tax revenues allocated to local school districts are a dollar-for-dollar offset to state aid. Finally, property tax rates are set by constitutional and statutory provisions not subject to local control. Currently, school districts can receive locally raised revenue from a few previously authorized special taxes. School districts can, with approval of the electorate, impose a parcel tax; and they can participate in a local sales tax through a local public finance authority. Schools also raise funds locally through foundations and other parent-centered fundraising. While these sources of revenue may be significant for some school districts and schools, they are limited in their application across the state.

It is critical to recognize that a meaningful local revenue option must link local revenues to those purposes that are best developed and resourced locally. In particular, we would caution that local revenues raised from an optional tax must not become a means of mitigating inadequate basic educational funding that is a statewide responsibility. Rather, revenues raised from a local option tax must be available wholly at local discretion to augment all other funds received for the educational program. With this caveat, we recommend the following options be provided to local school districts:

**RECOMMENDATION 45.1 – The Legislature should approve a ballot referendum to reduce the voter approval threshold for parcel taxes to 55 percent from the current two-thirds requirement.**

**RECOMMENDATION 45.2 – The State should authorize school districts in counties where a majority of school districts wish to join together, to propose to the electorate a sales and use tax (SUT) increase, within the local option SUT levy limitation, to take effect with the approval of 55 percent of the voters in a countywide election. Revenue would be divided among the schools on a population (per pupil) basis, or as delineated in the tax measure. The State should provide for an equalization mechanism to enable a state-guaranteed tax yield that would ensure each county could raise the statewide average per-pupil amount that would be realized through the imposition of a given tax rate.<sup>36</sup>**

**RECOMMENDATION 45.3 – The Legislature should approve a ballot initiative to amend the constitutional provisions governing the property tax, to authorize school districts and community college districts to propose for 55 percent approval by the electorate, a property tax override for the exclusive use of the public schools or community colleges. The State should assure a minimum, state-guaranteed yield per pupil through a statewide equalization mechanism to provide state financial assistance to communities where a self-imposed tax rate does not yield the minimum state-determined per-pupil amount for that rate.<sup>37</sup>**

#### **RECOMMENDATION 46**

**The Legislature should direct an analysis of the feasibility of replacing the current funding model for school facilities with annual state per-pupil allocations that are restricted to assisting school districts in meeting their capital and major maintenance needs according to a long-term Facilities Master Plan adopted by each school district. State and local funding for capital outlay and major maintenance should be protected to prevent the redirection of capital resources when other cost pressures arise and to protect the citizenry's investment in major capital projects.** School facilities are an integral part of the package of resources necessary to provide a high quality education for students. The first step in ensuring their adequacy is to determine an adequate level of resources necessary to provide each student with an educational facility that supports a high quality education. While specific criteria must be developed to determine and ensure adequacy for school facilities, there is no doubt that the current model of funding for public school facilities in California is unresponsive to planning and funding needs of school districts, and, therefore, results in the inefficient use of resources for facilities. In particular, reliance solely on state general obligation bonds and the current method of allocating bond proceeds creates a system that has not been conducive to long-term planning for school facility needs at the local level, and that fails to leverage or encourage the development of local sources of funding for school capital outlay needs.

---

<sup>36</sup> Because of the *Serrano-Priest* provisions, it is important that the State take steps to ensure that districts successfully pursuing local revenue options do not generate fiscal conditions between districts that are grossly unequal and result in inequitable opportunities to learn throughout the state.

<sup>37</sup> IBID

Should this analysis suggest that changing California's approach to funding school facility needs to a per-pupil annual allocation is feasible, we are concerned that the transition not perpetuate existing inequities among schools. Students and teachers throughout the state should learn and work in facilities that will promote and support a high quality education. We would therefore recommend that any transition incorporate the following actions:

**RECOMMENDATION 46.1 – The State should require that first priority for capital funding allocations be given to meeting projected needs. After all school districts have achieved state standards of adequacy<sup>38</sup> for their facilities and the State transitions into its base per-pupil allocation, the issue of equity should move from one of 'leveling up' to one of accommodating special circumstances.**

**RECOMMENDATION 46.2 – The State should provide financial incentives to school districts to promote joint or shared use of facilities. We also recommend that the State develop a technology infrastructure among and within educational entities that would promote improved education delivery and access to a wider range of education resources. This system of shared facility and technology infrastructure would allow districts and schools to better manage and assess financial and physical resources.**

#### **RECOMMENDATION 47**

**The State should create a statewide school facilities inventory system to assist state and local decision makers in determining short- and long-term school facilities needs.** It is not possible to do a credible job of estimating and developing plans to meet the costs of providing adequate educational facilities for all public education institutions, without an accurate understanding of the age and condition of existing facilities. The State Allocation Board is the appropriate body to develop and maintain such an inventory on behalf of the State and to allocate facility funds to public schools, colleges, and universities. Based on testimony and recommendations received by the committee, we believe that a tiered approach to developing and maintaining needed facilities data is appropriate. Local districts have a responsibility to manage and maintain public education facilities in satisfactory condition, and should routinely gather, maintain, and update data that enables proper exercise of this responsibility. Regional education entities have a responsibility to monitor district compliance with state facility standards and should inspect facilities and request data from local districts that would enable them to certify the condition of education facilities to the State on a regular schedule. The State should specify standards for education facilities that must be met or exceeded by all public education institutions. To facilitate diligent exercise of these complementary responsibilities, the State should determine the basic data needed to make necessary management, budget, and policy decisions and incorporate information contained in existing data collection reports maintained by school districts.

---

<sup>38</sup> The standards of adequacy referred to here are consistent with recommendation 20 in the Access section of this Master Plan.

## Postsecondary Education

### **RECOMMENDATION 48**

**The State should adopt policies to provide more stability for finance and dampen the 'boom and bust' swings of state appropriations for postsecondary education.** In good financial times, the State funds the base budgets of public institutions according to certain agreements or annual negotiations, plus costs associated with projected enrollment growth. The State also provides large amounts of additional support beyond this funding. In bad financial times, the State cuts base budgets by some negotiated amount, may reduce funds for additional enrollments regardless of demand, and allows student fees to increase substantially. This summary accurately describes funding of public postsecondary education over the past decade. We have reviewed staff analysis, the recommendations of our working group, and expert testimony, but find no reliable alternative. We concur with the recommendation from our working group that additional allocations to public colleges and universities should emphasize one-time expenditures that can, if necessary, be more easily reduced in times of financial stress. We believe the State should examine the adequacy of its approach to funding public colleges and universities in several respects to ensure that resources are adequate to preserve high quality teaching and learning opportunities at all levels.

As with K-12 financing structures, we believe the State should maintain a long-term objective for postsecondary financing of aligning the allocation and expenditure of moneys with the actual costs of providing the educational services for which they are spent. Consistent with this objective, the committee carefully considered testimony suggesting that the State should allocate funding to support lower division instruction at roughly comparable levels in all three public sectors of postsecondary education. This recommendation is attractive in several respects: (1) it is consistent with our stance that quality educational opportunities should be available to all students enrolling in public colleges and universities and that state financing should reflect this commitment; (2) it would provide substantial additional resources to community colleges, which serve students with the greatest range of preparation and needs; and (3) it might foster greater faculty collaboration and course articulation. Simultaneously, we recognize that pursuing this option could result in a substantial additional financial obligation for the State, which could threaten community college access during poor economic times and exert pressure to increase fees charged to community college students. This approach to financing would also lead to consideration of comparable funding between the CSU and UC where they offer equivalent graduate instruction and, perhaps, differential funding for upper-division instruction. These directions may be appropriate for consideration, since they come closer to identifying the education components essential to quality education at the postsecondary level; but the financial implications of this approach require that it be studied carefully before acting to implement it. Examination of this option should also be accompanied by an analysis of its potential impact on student fee policy and financial aid requirements.

In a similar vein, staff analysis indicates that disparities exist in state financing of our public colleges and universities in several regards. First, definitions of what constitutes FTE at the graduate level do not conform for the CSU and UC systems (15 units versus 12 units,

respectively), resulting in the generation of differential funding beyond that which occurs as a result of the differences in funding per FTE for each system. Second, the State engages in line-item financing of central administrative office operations of the community colleges, in contrast to its practice of overall system funding provided to CSU and UC, which results in the Board of Governors being limited from effectively governing the community colleges. Finally, the UC and CSU systems receive minimal support for applied research related to State policy priorities, such as effective teaching and learning practices.

The committee finds much of this testimony and staff analysis to be interesting and, in some cases, compelling in nature; but we are unprepared to offer specific recommendations in these areas at this time. Accordingly, we believe that the following actions should take place:

**RECOMMENDATION 48.1 - The State should establish the California Community Colleges' share of overall state revenues guaranteed by Proposition 98 to K-14 education at 10.93 percent.**

**RECOMMENDATION 48.2 - The State should analyze the appropriateness of maintaining a 'marginal cost' approach for funding all additional enrollments in public colleges and universities.**

**RECOMMENDATION 48.3 – The State should earmark a percentage of its annual investment in state-supported research by public postsecondary education institutions for applied research in areas of public priority as identified by the Legislature.**

#### **RECOMMENDATION 49**

**The Legislature and the Governor should reform the State's approach to student charges in the public segments and maintain the Cal Grant need-based financial aid entitlement.** California's policy of retaining low fees at all costs should be re-examined in light of modern realities. The original *Master Plan for California Higher Education* came down squarely on the side of low student charges, prohibiting tuition (direct payment for instruction), and assumed that the posted price of admission was the most important factor in steering young adults toward or away from college. This assumption discounted the impact of other costs of attendance that students must bear, including those of transportation to the campus of enrollment and child care, and various fees for materials, books and supplies. Today, more financial resources are available than ever before to pay the costs of fees, tuition, room and board, and books, depending on students' financial circumstances and the kind of institution attended. These resources include federal and state need-based grants (Pell and Cal Grants), middle-income tuition tax credits (federal), 'institution-based aid' given by each college or university, and subsidized and unsubsidized loans to students or parents – a growing proportion of the financial aid available to students and the type most often rejected by low-income students.

The committee believes that California should continue its commitment to low fees for students enrolled in public colleges and universities. We also recognize the benefit of taking actions to mitigate substantial increases in student fees, which research indicates have the greatest negative

impact on students enrolling in community colleges. Accordingly, we recommend the following actions:

**RECOMMENDATION 49.1 – The State should adopt a student fee policy aimed at stabilizing student fees and should resist the pressure to buy out student fee increases or reduce student fees at CCC, CSU and UC during good economic times.**

**RECOMMENDATION 49.2 – The State should continue to emphasize financial need in the award of state-supported student grants and should continue to fund the Cal Grant ‘entitlement’ as defined in SB 1644 (statutes of 2000).**

**RECOMMENDATION 49.3 – State policy should be changed to allow additional fee revenue collected by community colleges to remain with each college, without a General Fund offset, whenever fiscal conditions compel fees to be increased.**

#### **RECOMMENDATION 50**

**The State should review its methodology for determining and funding facilities in California postsecondary education, and, as appropriate for each segment, make changes to emphasize multiple use facilities, comprehensive space planning, sharing of space among institutions, and incentives to maximize other sources of capital outlay.** The California Postsecondary Education Commission (CPEC) estimates that by 2010 enrollment demand will total more than 714,000 over the enrollment accommodated in public colleges and universities in 1998 and that an addition 78,000 will likely seek enrollment in regionally accredited independent California colleges or universities. If California seeks to accommodate that demand by the traditional approach of classroom-based delivery on permanent campus sites, the renewal and repair costs of capital facilities that would be needed in public postsecondary education are more than state government can afford, and will require incorporation of non-traditional approaches.<sup>39</sup> Widely accepted estimates suggest that the annual cost to maintain the existing postsecondary education physical plant is almost \$700 million per year and that an additional \$821 million per year will be necessary to build additional facilities to accommodate enrollment growth in the public institutions.

An additional concern is that neither the demand nor the capacity to accommodate that demand will be evenly distributed throughout the state. A more recent CPEC analysis of future enrollment demand in 11 regions of the state examines historical participation rates of recent high school graduates and adult learners at colleges and universities located within their communities as well as elsewhere in California. Based on that analysis, only the colleges located in Los Angeles county will have the capacity to accommodate the enrollment demand expected in Fall 2004; and by 2010, no region of the state will have enough capacity within the existing campuses to accommodate the expected enrollment demand in community colleges. Within the California State University system, only those campuses located in the central coast and south coast regions of the state will have capacity to accommodate the expected enrollment demand, mostly at the two newest CSU campuses: CSU Monterey Bay and CSU Channel Islands. By

---

<sup>39</sup> While the strongest surge of enrollments will occur through approximately 2010, there is no decline projected thereafter, so that the facilities constructed for additional enrollments will not be surplus.

2010, these two regions will remain the only regions in the state where CSU will be able to accommodate enrollment demand, but the excess demand for the system as a whole will increase nearly four-fold between 2004 and 2010.<sup>40</sup> A similar analysis for UC campuses is underway.

The use of technology is increasingly being considered as a viable means to enhance teaching and learning, squeeze efficiencies from administrative operations, and reduce inequities in access to current knowledge by students throughout the state. “Nearly half of North America uses the Internet,” according to Mark Resch, executive and vice president at CommerceNet. “We use it to communicate, to learn, to shop, and to buy. The number of households that contain at least one computer is almost as high as the number of households containing at least one television.” Technology advances also influence children’s home education and entertainment significantly with the use of multimedia – children who ultimately will move through public schools and enroll in a college or university within the state. Their exposure suggests that technology be considered as an integral component of facility planning and strategies to share educational resources between and among educational institutions in the state.

We note, however, that while access to technology and use of the Internet has increased nationally, it has not increased for all groups. According to a recent report, the difference between White households using the Internet and non-White households increased from 13 percentage points in 1997 to 20 percentage points in 1998.<sup>41</sup> The lowest level of access to computers and use of the Internet was for poor and Black students living in rural areas. While higher income narrows the racial divide in access to and use of technology, it does not entirely eliminate the digital divide for students in that socio-economic level. State facility planning must consciously factor in this fact as it seeks to assure access for all students in the state.

## Early Childhood Education

### **RECOMMENDATION 51**

**The State should develop and fund a per-child allocation model for financing early care and education, sufficient to meet the new system's quality standards and organizational infrastructure requirements.** Today, young children and their families are served by a variety of agencies with various funding streams. Each has specific eligibility guidelines and requirements. This arrangement provides neither the level of funding nor the efficient coordination needed to ensure the well-being and school readiness of California’s young children. California therefore needs to develop an equitable per-child allocation model for financing early care and education. This model should include creating a guaranteed preschool allocation for all three- and four-year olds (and additional funding for wraparound care and flexible support services for three- and four-year olds of low-income families); an allocation for all children, birth to kindergarten, to provide school readiness services to them and their families through local School Readiness Centers; and an initial allocation, to be phased in until it

---

<sup>40</sup> California Postsecondary Education Commission, *Regional Higher Education Enrollment Demand Study*, (December 2001)

<sup>41</sup> Commerce Department, *Falling Through the Net: Defining the Digital Divide*, (1999).



becomes a guarantee, to fund early care and education services and flexible support services for all low-income families with children from birth to age three.

The allocation model also should fund the organizational infrastructure of the new early care and education system, including professional development to improve quality and data collection for better accountability. To accomplish these recommendations, we propose the following:

**RECOMMENDATION 51.1 – The State should consolidate under the California Department of Education all child development funding sources, including those from the departments of Education and Social Services, and create new sources of revenue to augment existing funds.**

**RECOMMENDATION 51.2 – The State should create a Financing Task Force to calculate the per-child allocation needed to fund high-quality early education services and organizational infrastructure for low-income newborns to three-year olds, for universal preschool and wraparound care, and for school readiness services for families with children, from birth to kindergarten.**

**RECOMMENDATION 51.3 – The State should provide funding to create a new guaranteed per-child state allocation for all three- and four-year olds to support access to core universal preschool services.**

## **RECOMMENDATION 52**

**The State should improve the availability, quality, and maintenance of early education facilities.** Without explicit attention from policy makers, shortages of qualified facilities are likely to hamper expansion of preschool programs. Pressures will intensify as preschool programs expand toward universal access, although encouraging the participation of existing child care and preschool providers in state-approved programs will help.<sup>42</sup> However, as employers and individuals become increasingly aware of the benefits of providing high quality child care and preschool opportunities in their businesses and communities, the State will have an opportunity to collaborate broadly to reduce the direct costs of building an entire network of facilities for providers. Specific actions needed to advance this recommendation include the following:

**RECOMMENDATION 52.1 – The State should increase the number of school facilities serving young children.**

**RECOMMENDATION 52.2 – The State should provide incentives to foster facility construction and development.**

---

<sup>42</sup> Committee on Economic Development, *Preschool for All*, p. 59.

## Shared Responsibility

California's system of public education is one of the most respected in the nation and around the world, in large measure because of its commitment to access, quality, affordability, and choice. However, the expense of fully meeting all these goals, during times of strong enrollment demand and fluctuating tax revenues, is more than state government can meet alone. Realistically, the fiscal responsibility for providing broad access to high quality public education has to be shared by state government, local communities, students and their families, and the businesses that employ high school and college graduates. The committee believes that California should encourage efforts to share facilities and instructional equipment between and among education institutions – public, independent, and private – as well as other governmental entities and community based organizations. The State should also actively encourage collaboration between public educational institutions and private employers, particularly in the area of technology.

### **RECOMMENDATION 53**

**The State should take the lead in developing educational technology partnerships that include the public, private, non-profit, and for-profit sectors.** To develop effective educational technology, the State should take advantage of all available resources. Clearly there are many organizations that have expertise in this arena. The State should draw on this expertise and be responsible for bringing together leaders in the field to develop cutting-edge technology that can augment instructional delivery. Many agencies have initiated a number of exciting applications of technology to enhance teaching and learning and to streamline administrative practices. Many of these initiatives have already been introduced by private sector businesses responding to compelling business needs, but they also have applicability for educational institutions. Others have been developed within the education sector and have application in a broader arena. A key consideration for the State is the extent to which education and business can collaborate to scale up their respective initiatives into a coordinated and complementary delivery system that meets both educational and business needs for creating lifelong learners. Consistent with this objective, we also recommend the following:

**RECOMMENDATION 53.1 – The State should encourage local education agencies to establish partnerships with utilities, telecommunication companies, software and hardware providers, and others to facilitate functional universal access to technology in all public schools, colleges, and universities.**

**RECOMMENDATION 53.2 – The State and communities should establish incentives for joint development and use of school facilities with cities and counties, including libraries, classrooms, and recreational and community space.**

- **New construction should be linked to the community, and better links should be established with the community in existing schools.**
- **The structures should be in compliance with the uniform building codes applicable to other public buildings, such as libraries and government offices.**
- **Technology should support distributed learning in these and other settings.**

**RECOMMENDATION 53.3 – The State should provide incentives to encourage businesses to contribute to meeting technology infrastructure and upgrade needs of public education institutions and the communities they serve.**

## **Concluding Comments**

The committee recognizes that this Plan is ambitious in its scope and that its full implementation will require substantial investment from the State, local communities, and business. The Plan cannot be implemented without the engagement of the entire state and all of its component parts. Parents, students, education providers, policy makers, and employers all have a responsibility to support quality teaching and learning and must both accept and discharge their respective responsibilities. No other state has undertaken what we are proposing in this Master Plan for Education: creation of a framework to guide educational policy for all aspects of education, from early childhood education to university levels, driven by an uncompromised commitment to promoting student achievement and the ability to learn for a lifetime. We reject the notion that public education can serve only a proportion of its learners well and that student achievement must be distributed along a ‘normal curve’. We believe that virtually all students can and should be assisted in meeting or exceeding high standards of achievement.

We have sought broad participation in the development of this Master Plan to ensure that it incorporates the best of what Californians believe they need from their education system to ensure a society that celebrates its diversity as a strength to be cultivated. We have sought to anticipate the learning needs of California 20 years into the future, to guide us in making wise decisions today that will increase the likelihood that California remains a world leader. We believe that our collective commitment to implement this Plan will restore all of California’s educational sectors to positions of prominence in promoting student learning.